THE LIVABLE REGION 1976/1986

PROPOSALS TO MANAGE THE GROWTH OF GREATER VANCOUVER
THE GREATER VANCOUVER REGIONAL DISTRICT

GREATER VANCOUVER REGIONAL DISTRICT
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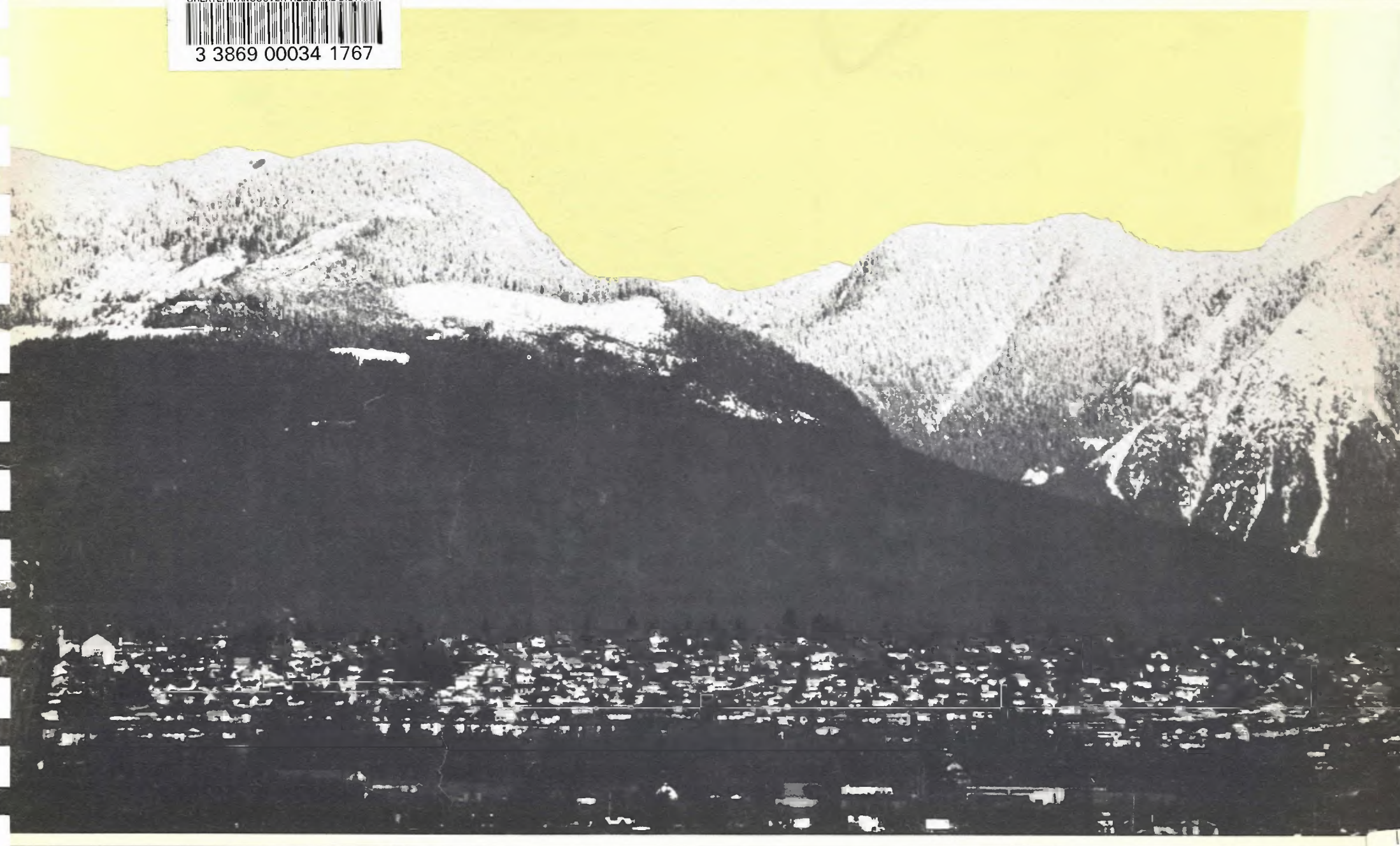

Next year, 1976, Greater Vancouver will have about 1.2 million people, and by 1986 about 300,000 more.

This report proposes ways for the Greater Vancouver Regional District (GVRD) and its member municipalities to manage this population growth and still keep the Region a good place to live. It shows how we, in co-operation with senior governments, can preserve the open spaces and majestic landscape of the Region. It shows how to settle a growing population in areas of the Region where they can use a good transit system and be able to find jobs, recreation, shopping and entertainment near their homes.

We have tried to make proposals rooted in the hopes and fears of the people living here who seem to have a modest but challenging dream: let Greater Vancouver continue to be a good place to live. Their fear is that growth will spoil the Region, and that governments at all levels cannot or will not act to maintain livability in the face of growth.

We have chosen 1986 as the target year for our proposals because it gives us time to make decisions and get results, but is a short enough period to keep our plans realistic. If a start is made on managing growth in this period, then the way will be clear for updating proposals for the years after 1986.

It is most important that we begin to act now.

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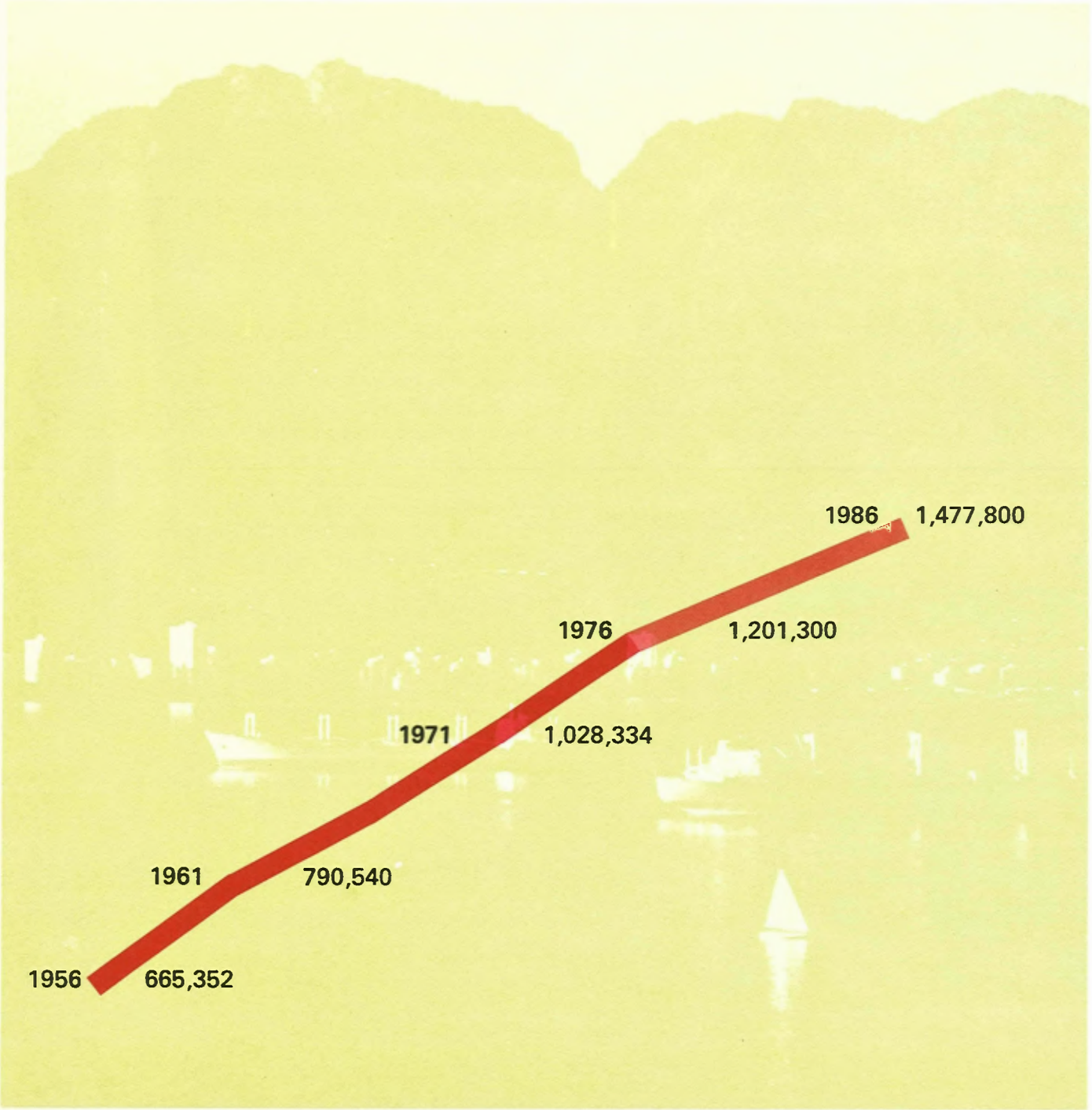
A GROWING REGION



Growing Population

Greater Vancouver is an enjoyable place to live. No other Canadian metropolitan region is so close to mountains and water, farmlands and forests, yet so cosmopolitan in its variety of culture, educational opportunities and business activities.

During the past decade we have seen great changes in this beautiful area. There has been a burst of new restaurants, shops, and theatre and music groups. The Vancouver Region is a livelier place than it was ten years ago. But there have also been many unwelcome changes. Traffic problems are worse, parks are more crowded, the lineups at the Lions Gate, Patullo and Oak Street Bridges are longer, hundreds of acres of farmland have disappeared, house prices have escalated rapidly. The question that faces all of us is whether the Region will continue to be as pleasant a place to live as it is today. If we picture downtown Vancouver or the farming areas of Richmond and Delta 10 years ago, and realize what a transformation has taken place, we cannot help but wonder what will happen in the next decade. This feeling that so much has happened so fast has made people here edgy about the prospect of a rapidly increasing population and the changes that more people, homes, cars, offices and stores will bring.

The Greater Vancouver Region reached a population of 1,140,000 people in 1974 and is currently growing at a rate of slightly under 3% a year. Even at a lower rate of growth, the population will reach nearly 1,500,000 by 1986, and approach 2,000,000 by the year 2000.

Attitudes to Growth

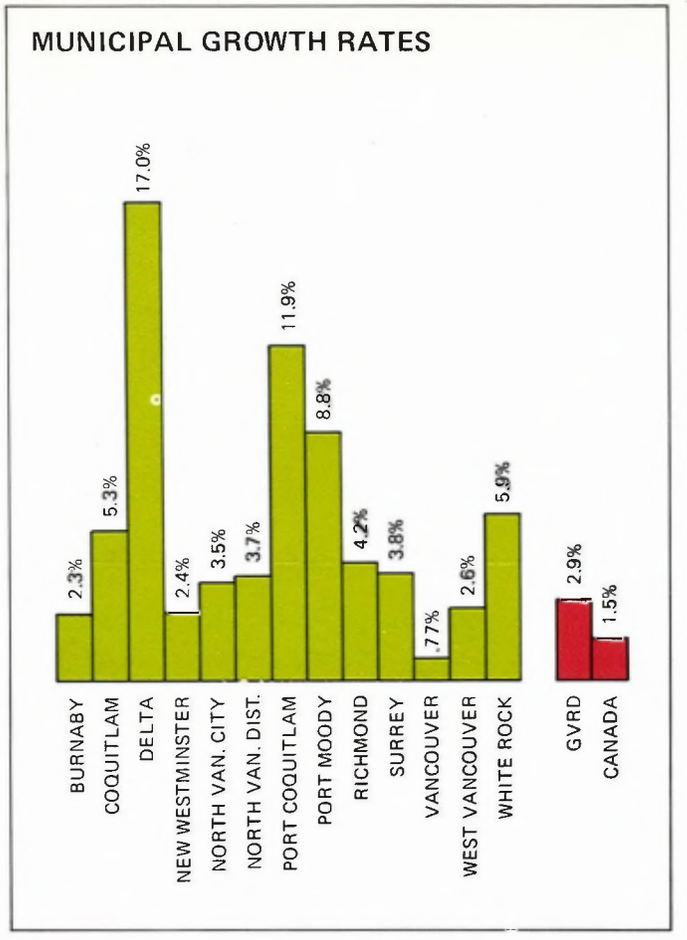
This prospect of doubling the Region's population by 2000 has made growth the subject of considerable controversy in the GVRD. The issue of growth is a complicated one which includes several contradictory notions:

- Growth is the root of urban ills, such as crowding and pollution,
- Growth is the cause of urban prosperity,
- Growth must be limited because our land resources are fixed,
- Growth produces economies of scale which permit greater diversity of jobs and other economic and cultural opportunities,
- The rate and kind of growth or change and its unpredictability are more upsetting than the actual quantity of growth.

These notions have given rise to a division of opinion about growth, with 'Zero Growth' advocates at one end and 'Expansion Means Progress' advocates at the other.

The GVRD Board has recognized that neither view is balanced and it has therefore not taken a position either for or against growth. It has recognized that whatever the overall population of the Region is in the future, residents expect that growth should not simply "happen." The Region should not grow for the sake of growing while they muddle along accommodating to the situation as best they can.

Growth should be managed and directed. To do this, we must put our own house in order by channeling population growth to the right places in the Region, but in addition, regional and municipal officials can work with senior levels of government to influence immigration and other factors which affect overall population growth. (See Box on "Immigration Policy")



Municipal Growing Pains

Municipal governments now bear the brunt of rapid population growth. They are paying for it – they are the ones who have to cope today.

Although the average growth rate for the Region is slightly under 3% a year, averages camouflage a great deal. The central municipalities in the Region are largely built up, and the main burden of rapid population growth has been falling on the outlying municipalities of Surrey, Coquitlam, Delta and Richmond (see bar chart of Municipal Growth Rates). The burden of growth - providing more roads, utilities, schools and other public services for more people, and minimizing the disruption to people's daily lives – is falling more heavily on some municipalities than on others.

IMMIGRATION POLICY

Foreign immigration accounted for approximately 43% of the GVRD's net population growth during the 1966-1971 period, so it is obviously an important factor in the regional growth picture. Recognizing its importance, the GVRD Board sent a brief to the federal Minister of Manpower & Immigration in order to make its position clear while his Department was drafting the Green Paper on immigration policy. The Board's position is that the federal government should:

- work with provincial and regional governments to create a settlement policy for the country, just as the Regional District is working with its municipalities to develop a settlement policy in the Region,
- co-ordinate immigration policy with the national settlement policy when it is developed,
- work to create growth centres outside of the fast-growing metropolitan areas, as part of the population settlement policy,
- finance and participate in a study with the GVRD on the impact of immigration on the Vancouver Region.

More details?
See Brief to the Federal Ministry, Manpower & Immigration from the Greater Vancouver Regional District June 1974.
See Canadian Immigration and Population Study. Department of Manpower & Immigration, Ottawa, 1974.

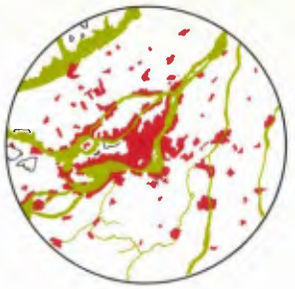
Limited Room to Grow

Room to grow in this Region is severely limited. The whole Lower Fraser Valley, a narrow corridor bounded by mountain slopes, the U.S. border and the sea, contains roughly 900 square miles, of which 640 are within 35 miles of the central business district. Contrast this with Montreal where the space within 35 miles of its centre totals over 3,000 square miles. (See sketches of Vancouver, Montreal and Toronto.)

We are not short of land for urban development, however, since we have enough suitable land within GVRD to accommodate growth for at least another 50 years. But the physical limits to growth restrict the area within which the land market can operate and result in high speculative land prices throughout the Fraser Valley. Chilliwack, 70 miles away from downtown Vancouver, has land prices twice as high as farmland prices, while around Montreal, speculative land values at a distance of 35 miles from downtown are not much higher than farmland values. These speculative pressures affect the economic stability of farming in the Valley, especially in GVRD, and long ago produced large areas of small acreage lots unsuitable for farming, and awkward to assemble and subdivide for urban use.

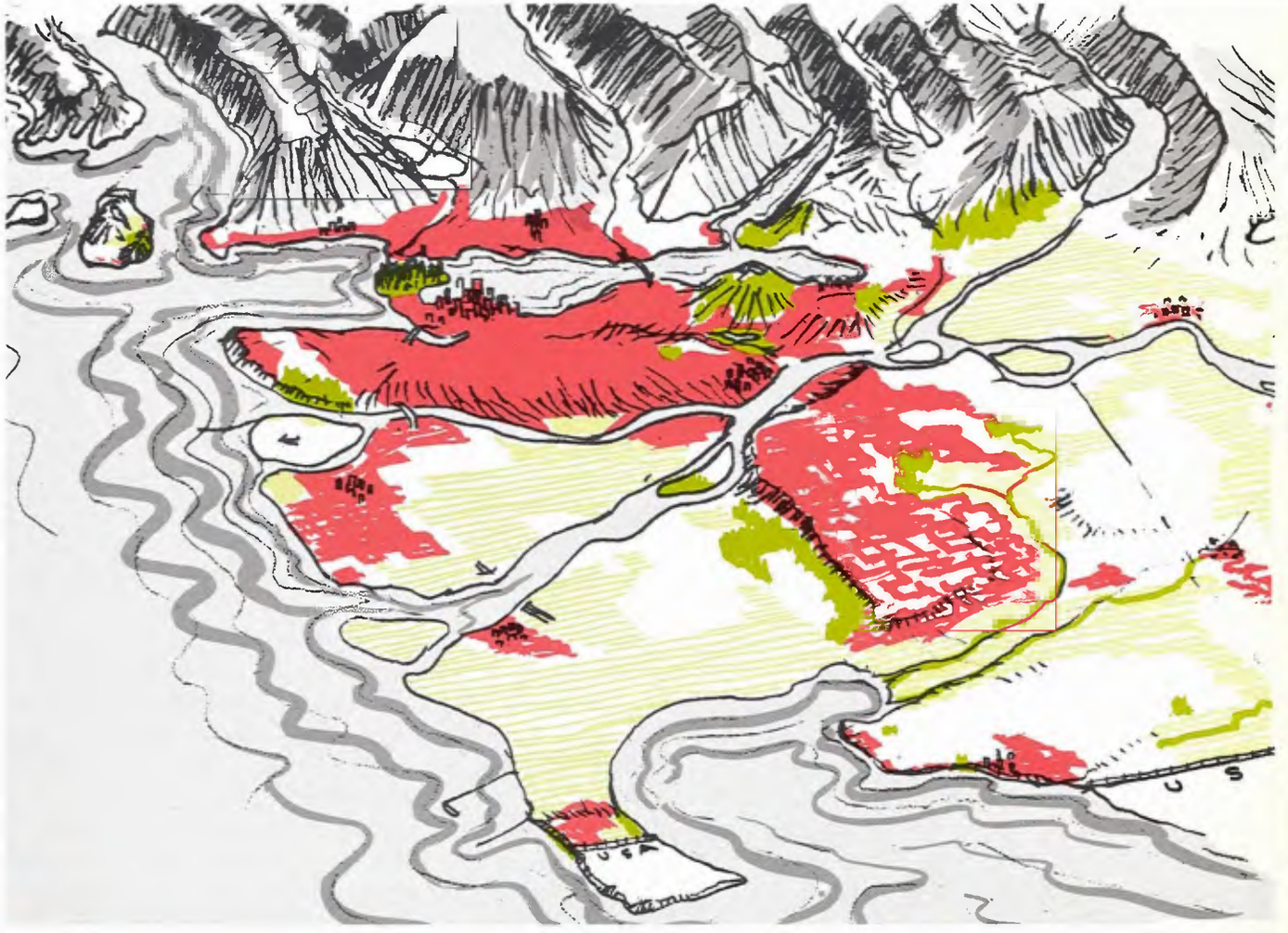
In short, the land situation in GVRD is paradoxical — we have enough land for the next 50 years of growth, but this land is expensive in comparison with other Canadian cities. This situation makes management of growth all the more difficult and important.

VANCOUVER
Area within 35 miles — 700 sq. mi.



MONTREAL
Area within 35 miles — 3000 sq. mi.

TORONTO
Area within 35 miles — 1500 sq. mi.



EXISTING URBAN AGRICULTURAL LAND RESERVES OPEN SPACE

The Vancouver urban metropolitan area's growth is limited by the sea, mountain slopes, floodplains, and valuable farm and recreation land. Future urban growth can therefore take place in three ways: by promoting infill development of under-used land parcels still existing in the established urban areas, by encouraging redevelopment, and by developing outward into new areas.

LIVABILITY ISSUES

Since 1971, the aim of the GVRD's Livable Region Program has been to determine what "livability" means to the people of the Region, to find out what they like and do not like, and what they consider to be major problems and how these problems may best be solved.

At meetings held by the Planning Department of the GVRD with community groups during 1972, the problem of rapid growth was identified as underlying many individual concerns. The issues raised at these meetings formed the basis for the Planning Department's work and the work of a group of citizens' Policy Committees. Now they are the focus of the proposals made in this plan.

What exactly did we learn through our public meetings? What issues were raised?

People want to avoid the disruption to their lives which often accompanies rapid population growth – crowded schools, overloaded community services, and the complete lack of services, such as public transit, in some fast-growing areas.

People do not want pollution to ruin the clean air and clean water or shatter the quiet which has attracted so many of them here. They want to reduce the smog level over the city, prevent smells from blowing in from the mills, clean up the Fraser River, and reduce noise levels.

People want a broader range of community services near their homes. In addition to the usual shopping centres, they want recreation centres, business services, day-care centres, and educational opportunities.

People want to preserve the natural assets of the Region – the mountain slopes, farmland, beaches, river banks, valleys and wildlife. They want natural places in and close to cities.

People want to reduce the time and effort involved in travelling. Eighty percent of the people working in the Region get to their jobs within 45 minutes. They would like to do it in less. They also want to be able to reach parks, beaches and the mountains easily.

People are worried about the high cost of housing. Many are worried about whether they can afford to buy any type of home, while others are concerned they may be forced to choose housing which does not have the qualities they want.

People are willing to rely less on their cars, but they want fast, frequent and convenient public transit to take them to work, shopping and recreation areas.

People want to participate in government decisions which affect their lives.

GVRD RESPONSE TO GROWTH ISSUES: THE LIVABLE REGION PROGRAM

1971 OBJECTIVE:

The Livable Region: GVRD Board established as a major objective "to manage growth and change so as to maintain or enhance the livability of the Region."

1971-1972 ISSUES:

Public Meetings. GVRD staff met with citizens throughout the Region to see what livability means to the people who live here. Issues raised are summarized on the previous page.

NOV. 1972 POLICIES FOR STUDY:

GVRD Board Adopts Policies to Deal With Growth Issues. The Board responded to the issues raised at public meetings by endorsing 30 policy statements which became the basis of the GVRD Planning Department's subsequent work.

1973 POLICY REVIEW:

Citizens' Policy Committees Established. Many citizens volunteered to participate in Policy Committees. Seven committees reported to the Board in December, 1973, and made a final presentation in May, 1974, on:

- Residential Living
- Education
- Recreation
- Transportation
- Health and Public Protection
- Environmental Management and Pollution Control
- Social Services

Staff Studies. The Planning Department studied several policies: infill development, transportation, Regional Town Centres, government office decentralization, living close to work.

FEBRUARY & MAY 1974. A WORKING SET OF POLICIES:

GVRD Board Seminars – GVRD staff reviewed its studies along with the recommendations of the Policy Committees and presented policy papers to the Board on:

- bringing the overall growth rate under control,
- sharing the population growth among the municipalities,
- sharing the financial burdens of growth,
- defining the GVRD's role in developing a regional transportation system,
- conserving open space,
- decentralizing downtown work and cultural opportunities to Regional Town Centres,
- creating more compact residential communities.

WHERE GVRD STANDS TODAY

Based on this series of studies, public meetings and seminars, the Board has adopted the following policy changes:

Overall Growth Rate: From a policy of accepting all growth that comes, to a policy which recognizes that **the overall rate of growth is capable of being controlled,** but not by GVRD alone.

Sharing Growth: From a policy of accepting natural growth trends to a policy of **determining the amount of growth each part of the Region can accommodate.**

Financing Growth: From a policy of letting each municipality cope with rapid growth, to a recognition that **means must be found to support growth areas financially.**

Transportation: From a policy of letting the roads and buses follow development as best they can, to a recognition that **transportation must be used strategically to bring about development** that will be more livable.

Housing: From acceptance of the products of the present housing market — high-density condominiums, high-rise apartments and spread-out single-family suburbs to recognition that the Regional District and its municipalities have a key role to play in **ensuring that a wider choice of housing types and tenures is offered.**

Decentralization and Regional Town Centres: From acceptance of the concentration of jobs in Vancouver City, to a policy of distributing employment in the Region by **creating several major Regional Town Centres outside the central city.**

Open Space, Recreation and Conservation: From an emphasis on purchase of regional park sites to **preparation of a much broader five year regional open space and recreation program.** The program is designed to protect the major regional landscape features, preserve wildlife, and protect and open to use recreation opportunities on both public and private lands.

More details? See publications listed on back cover.

CURRENT PROGRAMS

Since its beginning in 1967, the Greater Vancouver Regional District has been responsible for a number of activities which directly affect the livability of the Region. The following is a brief rundown on what GVRD is doing today:

Sewage Treatment: GVRD installs and operates main trunk facilities and treatment plants throughout the entire Region, and into Langley, under a four-year, $60 million program that will eliminate the discharge of raw sewage in the Region.

Water: GVRD maintains the extensive watershed areas on the North Shore and supplies water, at cost, from the main trunks to member municipalities.

Air Pollution Control: In December, 1971, air pollution control (except for vehicle emissions) became a function of the GVRD. Today the District has 20 monitoring stations throughout the Region and staff to carry out regular checks and investigate citizens' complaints.

Solid Waste Disposal: In 1974, GVRD assumed responsibility for solid waste disposal. A committee has been dealing with the questions of disposal sites, and methods of disposal.

Airport Planning: Citizens' concerns about the proposed expansion of Vancouver International Airport prompted the GVRD to become involved in the Airport Planning Committee, and in October, 1974, GVRD presented for discussion a "Position Paper on Proposed Expansion of Vancouver International Airport."

Hospitals: GVRD is responsible for regional hospital planning and financing in conjunction with the Provincial Government. All hospitals in the Region receive assistance in the form of additional facilities, renovations, equipment, etc.

Parks: GVRD today owns close to 3,500 acres of parkland, at nine different sites throughout the Region and beyond. GVRD policy has been to concentrate on buying park land, but recently there has been a shift toward development and operation of sites.

Housing: GVRD Housing Department has acted on behalf of the Province to acquire land where 800 family and 350 senior citizen housing units can be built; it has co-ordinated development of another 435 senior citizen units and various federal-provincial projects.

In 1974, GVRD established the Greater Vancouver Housing Corporation, a non-profit housing agency. The Corporation expects to start construction on over 600 family housing units in 1975.

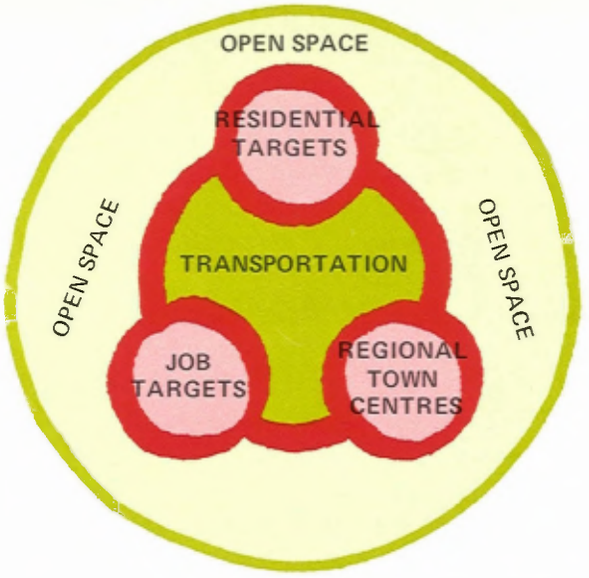
Transportation: Several years ago, the GVRD began to plan a regional transportation system. The "Kelly Report" has provided a basis for transit improvements now being made.

Studies continue on transit and road transportation improvements, particularly as they relate to other aspects of regional development. A GVRD committee is negotiating with provincial and municipal governments on transportation responsibilities and cost-sharing agreements.

Planning: The Planning Department of the GVRD administers the "Official Regional Plan," an overall plan for urban, rural, industrial and recreational land development in Greater Vancouver. It prepared the Agricultural Land Reserve proposals for this Region as part of the provincial program to preserve farmland.

Intergovernmental Policy Co-ordination: GVRD is participating on behalf of Greater Vancouver in a continuing series of tri-level meetings with federal and provincial officials to discuss matters of common interest.

DEALING WITH THE FUTURE:



A STRATEGY TO MANAGE GROWTH

We propose a five-part strategy for managing growth in this Region. The five parts are described in some detail on the following pages. Briefly they are:

1. Achieve Residential Growth Targets in Each Part of the Region

The overall growth of the Region to 1986 should be shared among the municipalities on a rational basis. We propose population growth targets for each part of Greater Vancouver, based on 13 livability concerns such as the preservation of open space and recreation areas, minimizing travel time and inconvenience, and minimizing disruption to existing communities.

2. Promote a Balance of Jobs to Population in Each Part of the Region

Areas like Surrey and the North Shore have just over half as many jobs as resident-workers, so many of their residents have no choice but to commute to jobs in Vancouver, New Westminster, and other areas which have a "surplus" of jobs over workers. Our aim is to correct this imbalance as much as possible by 1986.

3. Create Regional Town Centres

Developing Regional Town Centres in suburban locations will bring jobs, shopping and cultural opportunities closer to where people live. Decentralization to these centres of some of the office growth that otherwise will locate in downtown Vancouver will greatly reduce transportation problems. The aim, therefore, is to create lively and diverse urban places which are attractive alternatives to downtown.

4. Provide a Transit-Oriented Transportation System Linking Residential Areas, Regional Town Centres and Major Work Areas

A good transit system is the backbone of regional development. It will help make Regional Town Centres viable, and, in turn, transit-oriented Regional Town Centres will help make high-quality transit service economically possible. People should be able to travel quickly and comfortably to major centres in the Region without having to own a car.

5. Protect and Develop Regional Open Space

To keep this a livable Region, we must retain unobstructed views of the mountains and sea, protect our wilderness areas, and provide future residents with access to recreation. Proposals for conserving open space and for developing more recreation opportunities are therefore crucial to our planning strategy.

The five parts of the strategy make sense on their own, but more importantly they also reinforce each other, and will have a far greater impact if put into effect together. Regional Town Centres will flourish only with good transit service; people will face long commutes and high transportation costs if residential development occurs in areas of the Region where jobs are not available; good transit service will be viable only if there are concentrations of activities at transit-accessible sites. And all these policies must rest on the assurance that open space and recreation opportunities are as much — or more — a part of the Region in 1986 as they are today. Used together, the five policies form a strategy which conserves our land resources — a strategy which brings on change in a slower and more acceptable way, psychologically and financially, than might otherwise be possible.

1. SET RESIDENTIAL GROWTH TARGETS FOR EACH PART OF THE REGION

Where should residential growth occur in the Region? How much residential growth should each part of Greater Vancouver reasonably be expected to accept?

Current Practices

At the present time, the amount of residential growth that any part of the Region receives is not set in advance by public policy. Municipalities forecast their development for short periods, based on past trends, and then decide how they will cope. They use zoning to determine the kind of development they want and if the rate of growth creates difficulties, they try to slow the trend. These restraints on growth have been uneven among municipalities, and as a result those areas where the housing development industry can most easily get permission to build become the growth areas of the Region.

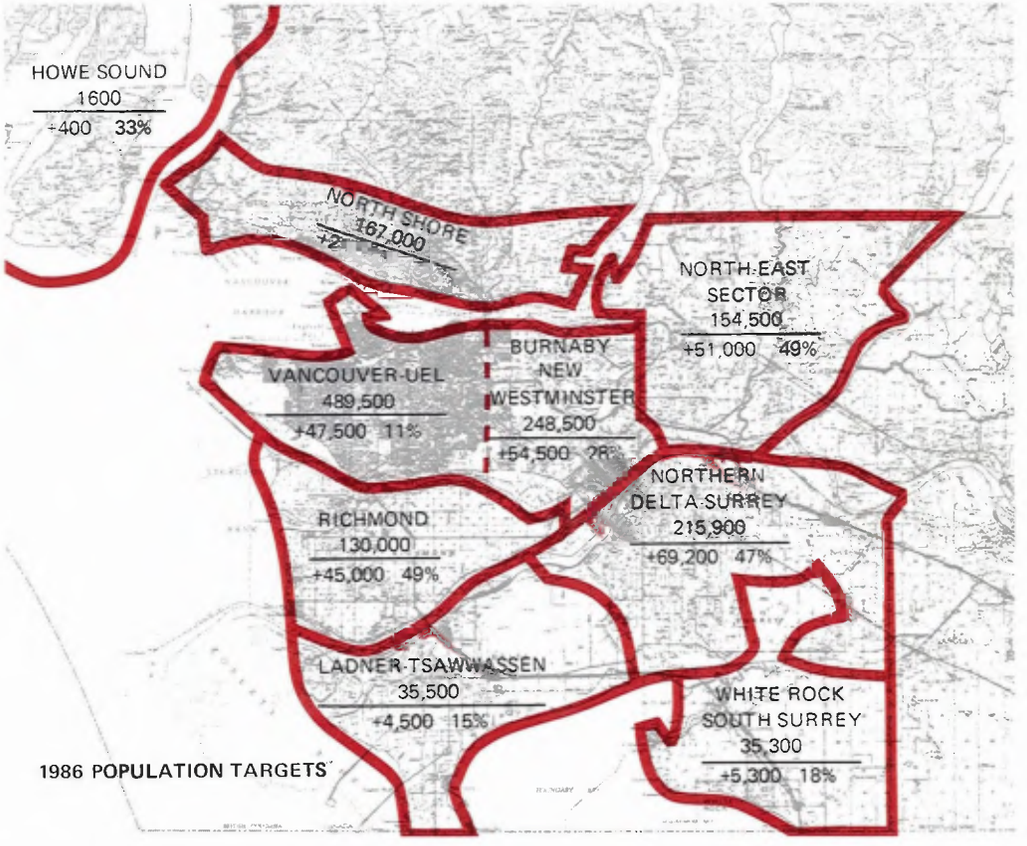
The results have not all been bad. Municipal by-laws and the Official Regional Plan have succeeded in keeping housing out of most unsuitable areas and ensured that new housing is of reasonable quality. The development projects of the past decade have usually been well designed and have made satisfactory residential neighbourhoods.

But the whole process has been pretty uncertain. Public services of all kinds have tended to lag behind the growth of housing: the faster some areas grew, the worse the lag. Municipalities competed for industrial and commercial tax base to help offset the cost of providing services to housing. They raised their standards for housing to get more revenue per unit, and imposed charges of various kinds on housing developers. These practices have tended to zone-out inexpensive housing. At the same time housing demand has been growing. By the early 1970's, the effect was to hold down the rate of residential growth in almost all municipalities – one reason for today's housing shortage. These problems and others like them can be overcome by a policy of setting growth shares or targets.

The Growth Target Idea

Setting growth targets means that each municipality is being asked to adjust its rate of growth in concert with others, so that we aim for better regional growth overall than present trends are likely to achieve. As will be seen later, not every municipality is being asked to try for more growth. (See Box "Population Targets and the Control of Overall Growth.")

Growth targets will not be met by using regulatory, negative controls alone; much more important is the marshalling of positive action programs by all levels of government to manage local growth. In the early period particularly, we must learn how to reach growth targets satisfactorily, to monitor the results year by year, and make adjustments to programs as needed.



Each part of Greater Vancouver can accept a share of future growth. We have divided the Region into nine sub-areas. Some of the sub-areas such as the North Shore, North-East Sector, and the Burrard Peninsula consist of several municipalities.

Some areas cross municipal boundaries. For example, it is important to consider separately the futures of North Surrey - Delta, Ladner - Tsawwassen, and White Rock - South Surrey.

The large numbers shown are proposed 1986 population target figures. The smaller numbers and percentages indicate how much of an increase over 1976 population this 1986 target represents. Compare this with an overall regional increase 1976 - 1986 of 25%.

CRITERIA USED TO DECIDE ON GROWTH SHARES

The growth shares set for each part of the Region attempt to achieve the following (numbers show the relative importance given to each – (1) most important, (2) next most important, etc.):

1 - Preserve farmland and prevent development on the floodplain
2 - Respect municipal views of saturation density
2 - Promote development accessible to public transit
2 - Discourage development in areas having high open space, conservation, recreational values
3 - Promote development around Regional Town Centres
4 - Promote development in areas of lower local servicing costs
4 - Promote development in areas where land is most easily and cheaply available
4 - Promote development in established urban areas (i.e. promote infilling, avoid sprawl)
5 - Promote development in areas of high residential amenity
8 - Minimize travel time and inconvenience by automobile
8 - Minimize disruption of existing communities
10 - Promote residential redevelopment of underused industrial areas
10 - Promote residential redevelopment in areas judged suitable by municipalities

Selecting a Set of Population Targets

Together with municipal planners, we divided the Region into 180 small areas covering built-up areas, farmlands, mountain slopes, and asked questions about whether housing should be built in each of these areas.

We asked whether the sub-area contained good farmland or whether it had a high value for conservation or recreation or wildlife, and whether there was a risk of flooding. Next, because we want a plan based more on use of transit and less on automobile, and a plan which puts people closer to commercial and public facilities of all kinds, we asked whether the area had good road access to the rest of the Region and would be accessible to future public transit. We asked whether it was close to an existing urban centre or to a proposed Regional Town Centre, and whether it was within an established area where good public services already existed.

Because housing and the price and the availability of land are of great concern, we asked questions about how much it would cost to service houses in one area as compared with others, about how much land was

1986 POPULATION TRENDS AND TARGETS

	1971 Census	1976 (est.)	1986 TREND	1986 TARGET	Target Increase 1976-1986
VANCOUVER–UNIVERSITY ENDOWMENT LANDS	429,940	442,000	474,455	489,500	47,500
BURNABY–NEW WESTMINSTER	168,495	194,000	226,070	248,500	54,500
NORTH SHORE West Vancouver, North Vancouver, City and District	127,115	145,500	182,245	167,000	21,500
NORTHEAST SECTOR Coquitlam, Port Coquitlam, Port Moody, Ioco-Anmore	84,560	103,500	159,600	154,500	51,000
RICHMOND	62,130	87,000	120,700	130,000	43,000
DELTA	45,935	68,000	98,000	77,500	9,500
SURREY–WHITE ROCK	108,860	139,700	214,630	209,200	69,500
OTHER Bowen Island, Howe Sound, Lions Bay, Indian Arm	775	1,200	2,100	1,600	400
TOTAL – GVRD	1,027,810	1,180,900	1,477,800	1,477,800	296,900

available in each area and at what price.

Next we asked about the character of the area, the kind of community the municipality wanted to see there and the kind and amount of development that might fit in best. We asked whether it was a good place for people to live. (It might have good views of the mountains or the Georgia Strait, or no view at all. It might be under the airport flight path or near a noisy industrial area.)

There are few areas in the Region where adding population is good from all the points of view just mentioned; most areas have advantages and disadvantages. Based on opinions of the GVRD Planning Committee and the reports of the citizens' advisory Policy Committees, we decided on the relative importance of each question. The actual questions asked and their order of importance are shown in the Box on "Criteria." With the help of a computer program, we found a number of possible future distributions of population. The major variations among the population distributions occurred in Surrey, the Coquitlam area, and Richmond.

To make a choice from these possible population allocations, we looked at two other strategic policies: providing maximum opportunity for people to live close to work, and providing good regional transportation service. (See the sections of this chapter on Jobs and Transportation.) When these factors were considered, we found it impossible to house as many people in the North-east Sector and in Surrey as the earlier growth allocations had suggested.

POPULATION TARGETS AND THE CONTROL OF OVERALL GROWTH – SOME QUESTIONS

WON'T THE SETTING OF POPULATION TARGETS WORK AGAINST THE GVRD POLICY OF CONTROLLING THE GROWTH RATE FOR THE REGION?

No. The setting of targets will not work against growth control. The targets are designed neither to promote overall growth nor to limit it, but to ease our housing shortage and see that housing is provided in the right places and amounts, sharing the growth in such a way as to build a good livable Region.

BUT IF WE SUCCEED, THROUGH MEETING TARGETS, IN EASING THE HOUSING SHORTAGE, WON'T THAT MAKE IT EASIER FOR PEOPLE TO COME HERE AND SO INCREASE THE REGION'S GROWTH RATE?

Yes, that could happen. In fact, that is a possible effect of many of our policies, because the more we succeed in keeping Greater Vancouver livable, the more it will continue to attract people to come to live here. Perhaps we could slow down our overall growth by letting Vancouver become more polluted, congested and less satisfying to live in. Do we really want Greater Vancouver to become less livable in order to slow down growth?

A lowering of our overall growth rate can come about by senior governments working on urban settlement policy for the Province and the country, trying to make other centres as attractive for jobs and people as the Lower Mainland, and revising immigration policy in accordance with these provincial and national objectives.

BUT WHY LEAVE IT TO THE SENIOR GOVERNMENTS? COULDN'T GVRD AND ITS MUNICIPALITIES JUST LIMIT THE BUILDING OF NEW HOUSING, AND BY THIS MEANS KEEP THE WHOLE AREA FROM GROWING SO FAST?

For the last few years we have had a shortage of affordable housing, especially rental housing. This shortage has helped to push up rents and house prices, and caused an increase in doubling-up and crowding of households in existing accommodation. These effects strike hardest at the poor, people who are in large part not newcomers to Vancouver. Trying to keep out newcomers by reducing the amount of housing will only hurt our own lowest income groups more, and perhaps not stop very many newcomers. Such a policy would make Greater Vancouver a lot less livable for many people who are already here, and our objective is to maintain livability for all who live in Vancouver.

The policy of sharing growth has to be accompanied by another which GVRD is now developing: that of sharing the financial burden of growth. It costs a municipality and its taxpayers money to provide for growth, and no municipality should be expected to grow at a cost to its taxpayers out of proportion to the cost of absorbing growth in other municipalities. A report on the cost of growth under our proposals, and their impact on taxpayers in each municipality will be ready shortly, along with proposed policies for sharing the dollar burden of growth.

The Proposed Residential Growth Targets

As the map (P.11) and table (P.12) show, the population targets we propose are for broad areas of the Region rather than for the small sub-areas, because we believe the municipalities and local communities should have freedom to design their communities so as to achieve these targets. We propose that the municipalities now be asked to work out how these targets might be achieved while fitting in with regional criteria (see Box on "Criteria").

Setting population targets is not "telling people where they must live." There is provision for growth and change in every part of the Region, and if these guidelines are followed, we will achieve a better variety of housing in all parts of the Region than we now have.

Managed Growth Proposals vs Current Growth Trends

The growth management strategy we propose would result in a development pattern for 1976-1986 significantly different from the form development would take if current growth trends continue to 1986:

1. The outward spread of new settlement between 1976 and 1986 would be checked. Growth on the periphery of the Region in South Surrey - White Rock, Ladner - Tsawwassen, and the North Shore, would be less than under trend forecasts. Together these areas would only absorb 31,300 new residents or 11% of all growth expected by 1986. If current trends continued, they would get a far greater amount — 60,800 more residents or 20% of the total regional growth.
2. There would be a higher rate of growth in the Burrard Peninsula and in Richmond. These central municipalities would receive about 145,000 new residents — 49% of all regional growth. Under trend growth, they would receive only 98,225 new residents or 33% of all regional growth.
3. Most of the remaining growth during the 1976-1986 period will go to the North-east Sector and to the North Delta - Surrey area. They would receive 120,200 additional people or 40% of the regional growth, whereas under trend conditions they would receive 136,975 or 46% of the total growth.
4. The Howe Sound area will account for a very minor increase in regional population.

Housing and Land Consumption

To meet these growth targets, a large amount of the new housing will have to be provided in Vancouver and to a lesser degree in New Westminster and North Vancouver City: cities with very little vacant land left. Some new high-rise apartment areas are justified, but provincial authorities have recommended that more attention be given to gradually increasing the densities of some neighbourhoods. This proposal could have important regional advantages, and we support such a program. It would also help existing inner-city neighbourhoods and residents cope with the rising land values and speculative activity. Such programs must begin with local discussions and a local agreement to proceed.

In the new residential areas our objective must be to get single-family housing on rather smaller lots. We shall also promote, in addition, compact housing developments which provide nearly all the advantages of the single-family house, but at densities somewhere between the old style single-family subdivision and the three-storey apartment districts. It will also be important to have compact new developments and to fill in the gaps in exisiting residential neighbourhoods in order to provide them with transit and other municipal services economically. (See Box on "Compact Housing Program.")

COMPACT HOUSING PROGRAM

A GVRD Compact Housing Program is already underway to help develop housing which retains the good qualities of single-family detached homes while using less land. During 1975 and 1976, the Compact Housing Program will sponsor and test the success of demonstration projects with residential site densities from nine up to 20 units per acre, or in special cases, even higher. With the co-operation of local municipalites, at least one GVRD demonstration project will be built by private development firms or non-profit housing corporations in each municipality of the Region.

The encouragement of good quality housing through the Compact Housing Program has several advantages for the Region:

A Wider Choice of Housing: Compact housing is an alternative that falls between the single-family home, which is becoming prohibitively expensive, and the multi-storey apartment, which is generally unsatisfactory for family living.

Economical Use of Land: By conserving land, compact housing will defer the date when available land in the Region is used up. Developing land for housing more compactly will in fact help preserve existing single-family homes by reducing the pressure to redevelop those homes to higher densities.

Viable Public Transit: Higher densities in some residential areas will make more frequent public transit service economically feasible and thereby encourage more people to use the transit system.

More Details?
See Compact Residential Communities,
Second Seminar on Management of Growth
GVRD Planning Department, May 1974.
A Qualitative Checklist for Compact Housing

2. PROMOTE A BALANCE OF JOBS TO POPULATION IN EACH PART OF THE REGION

Freedom to Live Close to Work

The proposals we make for population targets, for jobs-to-population balance, and for Regional Town Centres all help achieve a better balance between the jobs available in the major parts of the Region and the number of workers who live there. In this way, everyone will have a better opportunity to live close to his work-place.

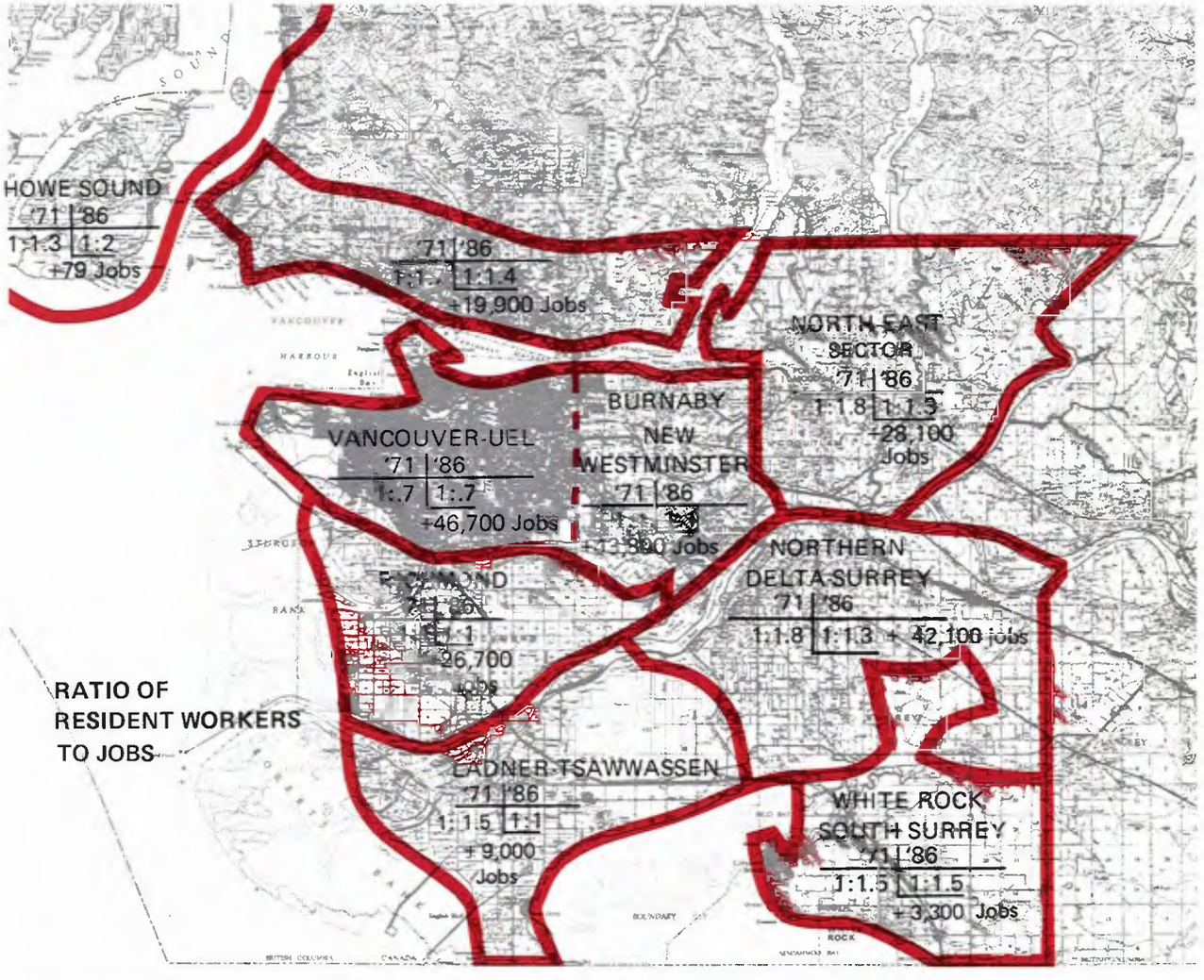
Today, most people in the Region live within 4 or 5 miles of their work, but some cannot find a satisfactory home they can afford near their jobs. We are concerned that the opportunity to live close to work should be preserved in the future. This will help reduce trip lengths, traffic bottleneck problems and the number of heavily travelled transit lines. In other words, more jobs close to home will reduce the need to travel and consequently the cost and disruption of new transportation facilities.

The map on this page shows the ratio of jobs to resident workers in each part of the Region in 1971, and how our proposals would alter this ratio by 1986. Also shown are the number of new jobs we think it important to create in each area.

Influencing the Location of Jobs

Getting employment in the right places in the Region is difficult because there are many different types of jobs, each with particular location requirements. The kind of business or government activity, the function of the plant or office, its relationships to other businesses and to its customers, the way it receives its raw materials, and the way it ships its goods or offers its services all influence a firm's location. A school must be in the neighbourhood it serves; a freight-forwarding service must be close to truck routes, rail lines, or docks — perhaps to all three. Firms of lawyers must be near the head offices of corporations they serve, and so on.

RATIO OF JOBS TO RESIDENT WORKERS IN SUB-REGIONAL AREAS



A ratio of 1:1 means the number of jobs in the area is equal to the number of workers living there. A ratio of 1:2 means there is an imbalance: only one job available locally for every two workers living in the area. (The North Shore at 1:1.7 is close to this.) Comparing the 1971 and 1986 ratios for each area shows how much we propose to improve this balance by 1986. Also shown is the actual number of new jobs to be created by 1986.

In order to understand where future jobs can and should be located, we classified the new jobs that will be created by our growing economy into three kinds:

Population-Dependent: activities that serve a local, resident community: most retail stores, jobs in primary and secondary schools, etc. These locate where they are convenient to customers living nearby.

Site-Dependent: activities that must have a certain kind of site in order to function well. Most manufacturing plants are in this category, needing flat land, good highway access, perhaps railway sidings or dock space. Some industries need to be close to others, to exchange products or supplies. We have some freedom in deciding where this category of activity can go, but suitable locations in the Region are limited.

Site-Flexible: activities that are not population-dependent, and whose site requirements are not the prime determinant of their location. The decision of B.C. Telephone to locate their new office building in Burnaby instead of downtown is a good example. Regional Town Centres are good locations for many site-flexible businesses.

The Challenge of Decentralizing Jobs

One of the biggest challenges in our regional proposals is to get future jobs that would ordinarily locate in Vancouver to locate outside of Vancouver instead. If current trends continue, Vancouver will get more than one out of every two new jobs created in the Region. Our plan is to reduce that ratio so than Vancouver gets only one out of every five new jobs. To do this successfully will require positive decentralization policies, the first of which is outlined in the next section on Regional Town Centres.

EMPLOYMENT FORECAST FOR GVRD

	1971	1986	% Increase
1. PRIMARY INDUSTRIES	**10,160**	**8,300**	**-18**
2. SECONDARY INDUSTRIES	**182,905**	**248,000**	**36**
MANUFACTURING			
– Food & Beverage	11,373	12,000	6
– Wood Products	19,796	21,000	6
– Metal Fabricating	8,747	13,000	49
– Miscellaneous Manufacturing	35,136	51,000	45
CONSTRUCTION	29,398	35,000	19
TRANSPORTATION, COMMUNICATION, UTILITIES	49,695	74,000	49
WHOLESALE TRADE	28,760	42,000	46
3. TERTIARY INDUSTRIES	**233,101**	**389,500**	**67**
RETAIL	54,649	95,000	74
BUSINESS SERVICES	47,388	87,000	84
PERSONAL SERVICES	46,204	75,000	62
HEALTH	32,826	48,500	48
EDUCATION	25,970	44,000	69
GOVERNMENT	26,064	40,000	53
TOTAL	**426,166**	**645,800**	52

As the chart on this page shows, we expect most of the new jobs to be in the so-called tertiary or service sector of the economy. Many of these are either population-dependent or site-flexible. But there will also be more new industries, and in order to achieve our job targets, we have to try to influence the future location of the site-dependent manufacturing industries.

There is plenty of industrial land available in the Region, about 12,000 acres of vacant land zoned for industry outside of the Agricultural Reserve. At the rate we expect to use industrial land, about 250 acres per year, we would not begin to approach limitations on industrial land supply by 1986. So it is not a problem of enough land, but of seeing that industry goes into the right places during the next 10 years. This will involve applying, in various parts of the Region, incentives and methods of attracting industry, such as organized industrial parks and improved road and rail connections between the Region's industrial areas.

What the Job Location Proposals Will Accomplish

If current trends continue, we can expect future new jobs to continue to locate as near as possible to the established employment centres, particularly downtown Vancouver and New Westminster. The 1986 target job proposals are aimed toward correcting this situation by creating more new jobs close to the new suburban residential areas in Delta, Surrey, and the Coquitlam area. Although these municipalities will still have fewer jobs than resident workers, the imbalance will not be as great as under trend conditions.

This strategy to manage job locations would result in a more equitable sharing of industrial and commercial assessment among the Region's municipalities than the trend.

But the real gains in achieving these job-location targets come by reducing people's need to travel long distances to work, and by widening their choice of places where they can both live and work.

1986 RESIDENT WORKERS AND JOB TARGETS

	RESIDENT WORKERS				JOBS			
	1971	1986 Trend	1986 Target	Target Increase 1971-86	1971	1986 Trend	1986 Target	Target Increase 1971-86
VANCOUVER-UNIVERSITY ENDOWMENT LANDS	187,930	218,000	225,100	37,170	251,229	369,500	297,900	46,671
BURNABY-NEW WESTMINSTER	70,760	103,200	112,500	41,740	67,723	106,000	111,500	43,777
NORTH SHORE West Vancouver, North Vancouver, City and District	53,065	79,600	73,100	20,035	31,795	42,000	51,700	19,905
NORTHEAST SECTOR Coquitlam, Port Coquitlam Port Moody, Ioco-Anmore	29,740	60,500	58,500	28,760	17,061	30,000	45,200	28,139
RICHMOND	24,985	51,900	55,900	30,915	25,806	42,000	52,500	26,694
DELTA	16,325	38,200	29,500	13,175	8,439	15,000	22,300	13,861
SURREY-WHITE ROCK	37,590	83,600	80,600	43,010	23,892	41,000	64,400	40,508
OTHER Bowen Island, Howe Sound Lions Bay, Indian Arm	290	830	630	340	221	300	300	79
TOTAL – GVRD	420,685	635,830	635,830	215,145	426,166	645,800	645,800	219,634

LAND FOR URBAN USE

These are our overall targets for land consumption:

Save 8,900 acres of land from urban development by managing growth instead of following trends.

Accomplish this by having more compact housing and using less land for streets and roads.

Have a bigger percentage of land developed for parks and public recreation in the urban area per capita than in 1971, as well as golf courses and other "private open space". Our target is to get back at least to the per capita provision of such space that we had in 1966. In addition, as explained in the Open Space section, additional areas and other kinds of recreation opportunity in the Region would be made available for public use.

	1971		1986 TREND		1986 TARGET	
	acres (000's)	%	acres (000's)	%	acres (000's)	%
Streets and Roads	29.0	23	36.0	21	31.9	20
Residential	43.0	34	60.0	35	55.6	34
Commercial	4.0	3	5.6	3	5.4	3
Public Institutions, Parks	24.6	19	38.4	22	38.4	24
Manufacturing, Utilities and Transportation	24.4	19	28.2	17	28.0	17
Private Open Space (Golf Courses, etc.)	2.5	2	3.8	2	3.8	2
TOTAL	127.5	100	172.0	100	163.1	100

This table shows how managed growth policies would work to save land.

3. BUILD REGIONAL TOWN CENTRES

The Trend

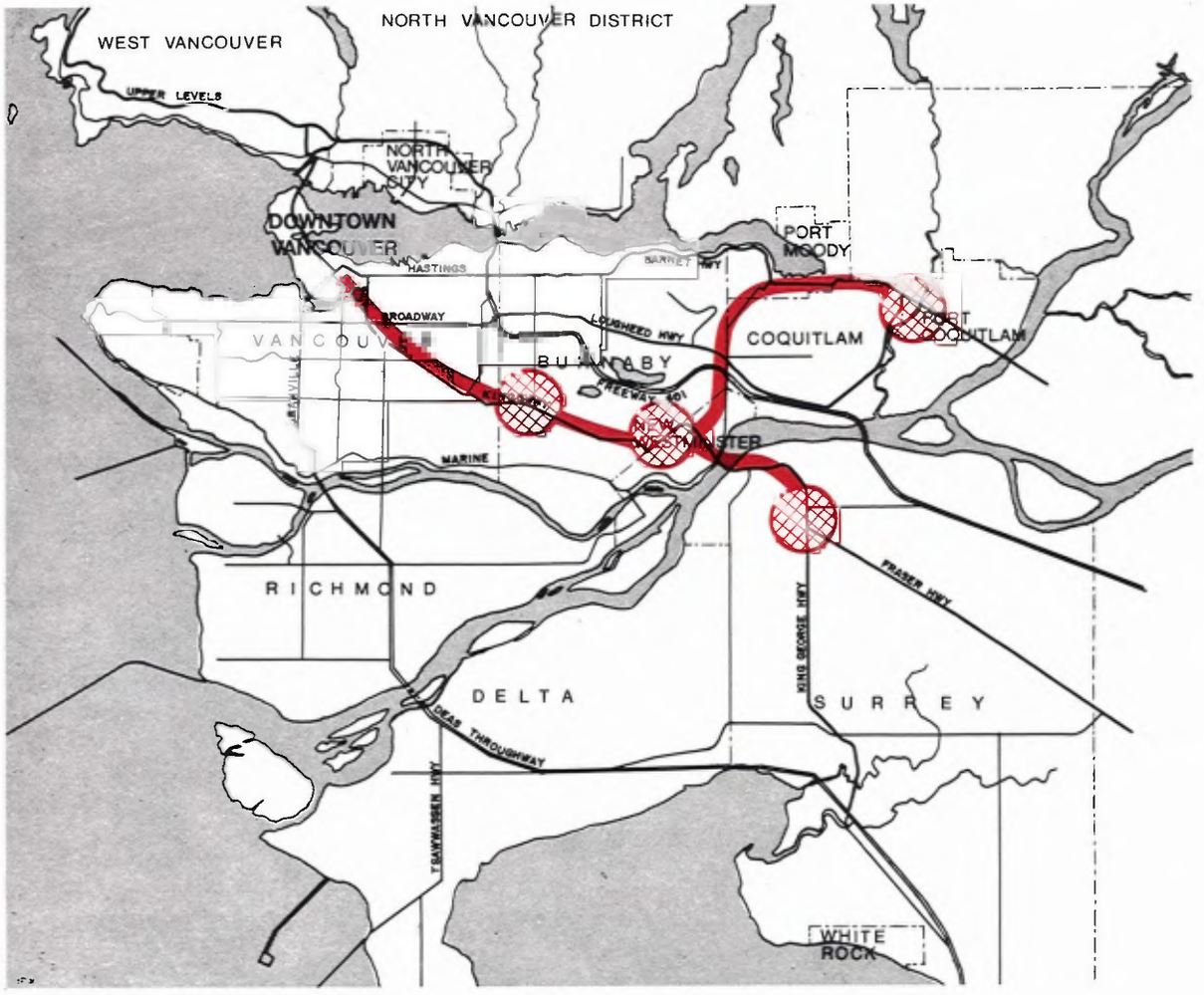
Today, the City of Vancouver is where most of the action is — the workplace for over half of the Region's employees; the place to find a good restaurant or shop for that special thing; the place for symphony, museums, visits to Stanley Park or the Pacific National Exhibition; and the place to do many other things that one cannot do elsewhere in the Region.

However, less than half of the present population of the Region now lives in the City of Vancouver, and most people will not live in Vancouver in the next decade. An increasing proportion of new residents will find homes in Surrey, Richmond and the Coquitlam area, but the trend is for the majority of jobs and cultural facilities to continue locating in Vancouver while suburban town centres remain mainly large shopping centres. Unless something is done to change the trend, more people will be living in areas lacking the variety of services and activities they want. They will have to travel longer distances to reach jobs, shopping, recreation areas and other services. This means more neighbourhoods will be disrupted by growing traffic volumes on local streets, by street widenings, and by truck transit movements.

Regional Town Centres — A Way To Change The Trend

To change present trends, we propose to create Regional Town Centres by concentrating a substantial portion of the future office and other types of employment, major new cultural, entertainment and education facilities in a few centres which can serve the major growth areas of the Region. A Regional Town Centre is like the downtown of a small city. It has virtually everything one needs on a day-to-day basis. It is small enough so that it is possible to know and be known by local merchants, but large enough to provide libraries, health clinics, theatres and perhaps a community college. It should also be large enough to support practices for lawyers, insurance agents and all those other services one occasionally needs.

Consequently, a Regional Town Centre needs to be a certain size. At a minimum it should have a million square feet of office space, gross annual retail sales in the order of $50 million, and be able to draw audiences of several hundred to the theatre or other cultural events. This scale can serve a population of approximately 100,000 to 150,000 people. At this scale a Regional Town Centre can become virtually self-sustaining in development. It can continue to grow on its own and attract considerable office employment and activities without special incentives or promotion. But a Regional Town Centre is not likely to be able to provide the complete range of activities that people want until it serves a population approximately twice that size.



The growth management strategy proposes starting four Regional Town Centres by 1986.

Qualities of a Regional Town Centre

Size is not the only distinguishing aspect of a Regional Town Centre. Equally important are its quality and character. There are features of a city which residents of the Region say are essential to them and which are also admired in urban places around the world. We propose that these features be created as an essential part of any Regional Town Centre:

- **A strong pedestrian orientation** — Activities and facilities should be within comfortable walking distance of one another along a pleasant and interesting street-level environment. Providing good public transit service and reducing space devoted to the automobile are ways to accomplish this.
- **A widely varied but balanced mixture of activities** — A Regional Town Centre should be alive with many different activities from morning to midnight (or later, depending on local preference). It should not be dominated by one activity like office parks or shopping centres.
- **A human scale** — Buildings should not give people a "boxed in" feeling and should not block the sun or views.

Other qualities which can make a Regional Town Centre an interesting and exciting place to be are harder to describe because they encompass a wide spectrum of features or activities which appeal to people's senses:

- A variety of shapes, textures, colours and movements to catch the eye.
- Trees, plants, grass or flowers.
- The smells of a bakery, a fish market, a flower shop or the sea.
- The sound of a fountain, music or even a foghorn.
- Contrast in experiences, noisy places, quiet places, places which are bustling with activity and others which are peaceful.

Places which appeal to the senses tend to be warm and friendly, such as Robson Street in downtown Vancouver. Incorporating these features in every Regional Town Centre should not produce centres which are all alike. The features can be realized in an almost infinite variety of ways, so no two Regional Town Centres should be the same. Each should uniquely reflect its local character, history, and physical setting.

The Role of Vancouver

Vancouver will remain the major cultural and business centre of British Columbia. But if downtown Vancouver and Broadway continue to attract the majority of all new office development in the Region, employment in these areas will nearly double in the next two decades. This will mean more Vancouver neighbourhoods disrupted by downtown-destined cars, trucks and transit movements. It will also mean tearing down and rebuilding about 40% of downtown Vancouver. In the process, it will be virtually impossible to prevent buildings from getting bigger and the downtown from becoming dehumanized by an over-concentration of office towers. Instead, we propose a much slower employment growth for downtown and Broadway, along with a policy of discouraging office development elsewhere in the City. We think this will encourage new offices to locate in Regional Town Centres and allow Vancouver to preserve and enhance the amenities of downtown.

Vancouver must actively participate in the Regional Town Centres program by slowing office growth within the city or there is little chance for Regional Town Centres to be started.

What it Will Take to Get Regional Town Centres Going

If development is to be successfully attracted to each Regional Town Centre, a number of general conditions must be met:

- There must be public commitment to the development of the centre, and obvious public action in support of the commitment, so there is no uncertainty in the minds of people wishing to locate or invest there.
- Each centre must provide, or have assurance of providing in a few years, not only the support services needed by offices, but also a sufficient variety of other activities to be an interesting "address".
- The surrounding population must be large enough to contain a diverse labour force and be a sound market for retail, commercial and entertainment facilities.
- Each centre must have high quality public transit and efficient goods delivery.

An aggressive program will be required to concentrate enough development in Regional Town Centres for them to succeed. However, careful management will also be required to insure that no site attracts at one time a scale of development which will cause serious disruption to existing facilities.

Regional Town Centres 1976-1986

To determine the priorities for the Regional Town Centres program, we emphasize three considerations: the general conditions necessary to get a centre started (see previous section); the areas of the Region needing centres most by 1986; and the areas most capable of managing development so it is not disruptive.

Our best judgement is that four Regional Town Centres can and should be started by 1986. However, the forecast growth rate of offices and related activities in the Region is such that only two to three of these centres can become self-sustaining in 10 years, even if most new development is focused there.

Getting each of the four centres started will require a slightly different action program.

Burnaby and New Westminster — The two areas for Regional Town Centres which are closest now to satisfying the general conditions for development are Central Park Burnaby and downtown New Westminster. Both areas will continue to be strategically located to be the primary service centres for much of the Region's population. Burnaby Council has officially designated the Central Park area for "Metrotown" development. New Westminster has been studying

redevelopment of its downtown for some time. Thus, Regional Town Centres in these locations appear to be consistent with municipal plans and could expect to receive public commitment and action from the respective Councils. Both locations are also on the Central Park B. C. Hydro right-of-way, long proposed for a Light Rapid Transit route. Therefore, we propose that Regional Town Centres be started immediately in the Central Park area of Burnaby and in downtown New Westminster.

Downtown New Westminster is already close to the size of a self-sufficient Regional Town Centre, and the Central Park area of Burnaby is now attracting offices and other development at a rate which could bring this area to self-sufficiency by the early 1980's. Thus, the principal challenges in these two locations will be to focus development to insure it occurs in the Regional Town Centres, rather than elsewhere in the municipalities, and to develop the qualities in the centres which are essential to people's employment. (See previous section on Qualities). The first priority should be to create these important features: major activities within convenient walking distance of one another; a pleasant walking environment with less land devoted to the automobile; more cultural and community activities; and a high level of transit service.

Surrey and the Coquitlam, Port Coquitlam and Port Moody Area

The Surrey area and the Coquitlam, Port Coquitlam and Port Moody area will grow rapidly during the next decade and both areas will achieve the population that needs and can support a Regional Town Centre. However, the two areas lack many of the other general conditions needed to attract the major new business and cultural activities that get a Regional Town Centre started. One major obstacle in the Coquitlam area is disagreement on where its Regional Town Centre should go. Surrey is favoring Whalley as the location for its Regional Town Centre.

As the Coquitlam area and Surrey each choose their Regional Town Centre locations, sites can be reserved and efforts can be concentrated on providing the other general conditions which are required to attract major development. If these conditions are provided by 1980, then rapid development of these Regional Town Centres can occur in the early 1980's. Successfully launching and bringing Regional Town Centres to self-sufficiency in Burnaby and New Westminster by the early 1980's should make it easier to start Regional Town Centres in Surrey and the Coquitlams. Then it will be possible to attract development on the basis of successful examples. People will be able to see and experience what a Regional Town Centre can be like.

Beyond 1986, there may be a need for additional Regional Town Centres in the Region. We propose undertaking the necessary steps to preserve locational options so that scattered commercial development and inflated land values do not foreclose future Regional Town Centre development.

Regional Town Centres Are Not the Only Centres

Not all of tomorrow's development should take place in Regional Town Centres. There is a full spectrum of development which should be maintained if the residents of the Region are to be well-served. The City of Vancouver occupies the largest end of the scale, with Regional Town Centres next in size, then municipal town centres, district and neighbourhood centres, and at the small end of the scale, the corner store.

The qualities which we have identified as being important for Regional Town Centres are important for other centres as well. Every effort should be made to incorporate these qualities in the continuing development of municipal town centres and other smaller centres. To date, the municipalities have located major shopping facilities in their town centres. In the next decade, we recommend that each municipality also concentrate offices, cultural facilities, other services

WHAT WILL ATTRACT BUSINESS AND GOVERNMENT TO REGIONAL TOWN CENTRES?

In the summer of 1974, business and government leaders in B.C. were interviewed to find out under what circumstances they would consider locating in Regional Town Centres. Listed below are some of the qualities they identified as necessary in a Regional Town Centre to make it attractive enough for them to locate there.

A CLEAR PLAN INCLUDING:
- firm decisions as to the nature and configuration of a Regional Town Centre,
- guarantees that commitments will not alter with each new political shift.

DEVELOPMENT INCENTIVES:
- tax or financing concessions,
- a major commitment of governments to locate offices there; and to provide supporting services, investment, land, and room for expansion,
- measures to stabalize a climate for investment.

HOUSING:
- provision of substantial housing within, or close by, Town Centres.

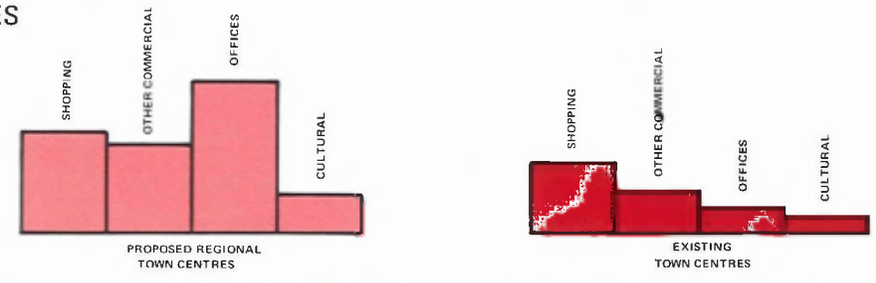
TRANSPORTATION:
- firm policy on transit routes, terminals and interchanges; an early start on rapid transit between Town Centres, outlying areas and downtown,
- ease of automobile access.

AMENITIES:
- attractive setting, unique architecture, landscaping,
- provision of variety of shopping, entertainment and cultural activities,
- a "Prestige Image", including a Greater Vancouver mailing address.

CHARACTER OF BUSINESS COMMUNITY:
- grouping of head offices of related industries supported by service businesses, especially a substantial banking, legal, accounting and financial sector,
- freedom to set hours of sale.

More details? See Greater Vancouver Regional District Corporations Survey, August 1974.

MIX OF ACTIVITIES



and activities and some housing in its own centre. Such concentration will not only allow residents to enjoy a wide variety of services and activities in one place, but also will provide some of the preconditions for development of a Regional Town Centre, should one be considered desirable in the future. In order to achieve a diversity and concentration of services and activities in municipal town centres and other smaller centres, it will be necessary not only to encourage them to locate in centres, but also to discourage them from locating elsewhere.

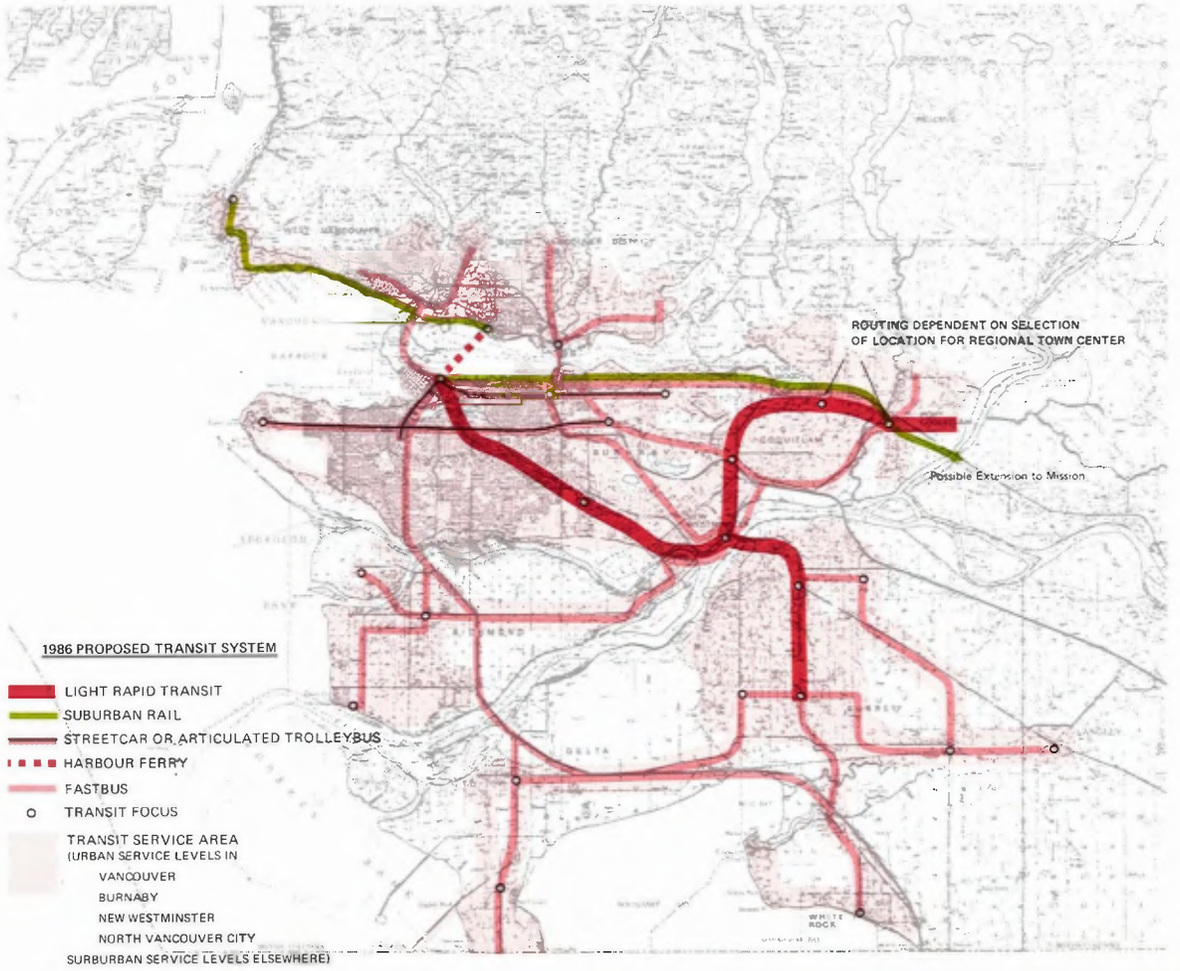
In the next decade, we support continued development in the municipal town centres on the North Shore, in Richmond, and in other centres around the Region. The major challenge will be to focus development in these centres so that they begin to achieve a balanced mix of activities and to express the qualities which residents of this Region have said they want. (See section on Regional Policies for Each Part of the Region for details on individual municipalities).

An Action Program is Needed

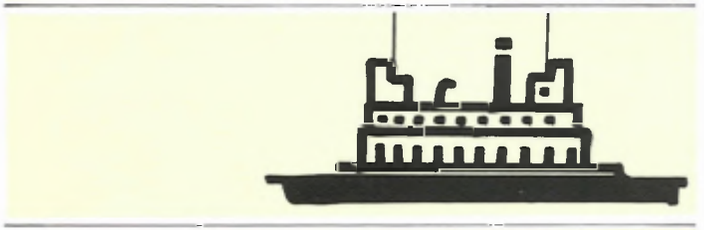
The Regional Town Centres policy is not new. The Official Regional Plan, adopted in 1966, is based on the idea that " . . . urban growth is to take the form of a series of compact regional towns, each with its own business and civic center . . . " However, Regional Town Centres have not happened so far just because they are a policy, nor will they happen in the future without a concerted action program. The action program is needed to concentrate major business and cultural development in the designated Regional Town Centres and to discourage it in other locations. Other town centres will clearly continue to grow, but the primary effort must be to get Regional Town Centres started so that future development does not continue to follow the scattered pattern described at the beginning of this section. Specific steps must be taken by the municipalities, by the Region and by senior levels of government to create Regional Town Centres. Some of these steps are identified at the end of this report in the section on Putting Regional Growth Management into Operation. These and other steps are discussed in more detail in a separate report, "An Action Program for Regional Town Centres".

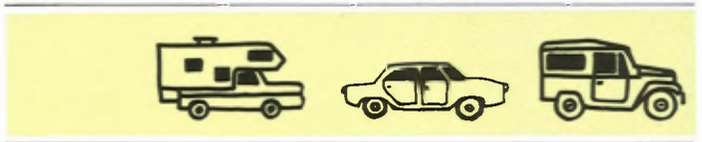
4. BUILD AN IMPROVED TRANSIT-ORIENTED TRANSPORTATION SYSTEM

The growth management strategy depends on transportation improvements to bring to life the objectives of decentralization of jobs, creation of lively Regional Town Centres, provision of recreation opportunities, and a sensible sharing of the population growth throughout the Region. The growth strategy co-ordinates transportation with other Livable Region programs so that transportation improvements reinforce growth that is desirable and avoid stimulating growth that cannot be served by efficient transportation systems.



Features of the Regional Transportation System





Bus and Trolleybus

Diesel motor buses and Vancouver's characteristic trolley-buses will provide a basic network of local services. Some articulated trolleys (that "bend in the middle") will be placed in service on heavily-travelled lines where a greater capacity is needed. A system of priority measures, such as exclusive lanes and traffic signal pre-emption, will help to ensure reliable and rapid service. Bus and trolleybus routes will interconnect with more advanced forms of transit such as Light Rapid Transit. Fastbuses will operate on some regional links where Light Rapid Transit is not now justified.

Harbour Ferry

Passenger-only vessels, closely tied in with bus and rail transit systems on the shore, will offer fast, frequent and colourful service across Burrard Inlet. Multi-system terminals, designed to make transferring from one vehicle to another easier, will serve the ferries at the foot of Lonsdale Avenue in North Vancouver and at the foot of Granville Street downtown.

Light Rapid Transit (LRT)

LRT is a new form of rapid transit using modern, lightweight, high-performance, high-capacity electric railcars which can be operated singly or in trains. LRT tracks can be in an at-grade private right-of-way, in a subway in congested areas, or in exclusive transit lanes on streets.

Suburban Rail

Suburban transit service can be provided with modern, high-capacity, double-deck passenger trains running over existing railway tracks. Initially such service would be offered only in rush hours in corridors where a commute-hour increase in passenger capacity is necessary.

Transit Terminals

At strategic points on the regional transit system, transit terminals will permit quick and comfortable transferring from one carrier (local bus or LRT, for example) to another (such as Fastbus or ferry). Terminals will be designed to fit into their surroundings and to maximize transit convenience and closeness to jobs, shops, services and entertainment; in some cases they may be incorporated directly into office or commercial buildings.

The Car

Of major importance, the car will continue to serve more than two-thirds of the trips in the Region – mainly in parts of the Region and at times of day when trips are not concentrated.

The Urban Arterial

Designed for use by public transportation, walkers, bicyclers, trucks and the automobile, the urban arterial will be a four-lane, landscaped facility. The centre boulevard strip can be upgraded to Light Rapid Transit use while retaining its landscaping.

The Changing Transportation Context

Greater Vancouver has managed for years on the lowest per capita transportation expenditure of any North American metropolis because early planners provided an ample street system. Now that system is almost fully utilized, with many of the roads and bus routes becoming congested. We maintain that in 1986, when the Region has one-and-a-half million people, residents should be able to make their daily trips for work, shopping and recreation in the same amount of time as today's residents. To meet this objective and to move essential goods as the Region grows, governments will have to increase spending on transportation nearly fourfold. This is still modest in comparison with other Canadian cities; it is less than one-half the expenditure that will be required if we allow present trends to continue, with people living farther and farther from places of work, education and leisure.

The Transportation Strategy

We propose a three-part strategy to get people and goods where they need to go, efficiently and with minimum disruption of the environment:

1. manage growth,
2. fully utilize existing facilities,
3. provide new facilities – mainly public transit – as needed.

Part 1: Growth Management

One part of our transportation strategy is to limit the increase in traffic by putting more housing near jobs in the City of Vancouver and more employment and cultural activities out in suburban areas where a great deal of the Region's population growth will occur. (See sections on Population Targets and Job Targets). If this can be done there will be considerably less travel between major parts of the Region in 1986 than there would be if present trends continue. (See the table "Estimated Travel Across Major Screenlines".) Suburban automobile traffic will not increase as rapidly if new residential areas, shopping centres and job locations are less spread out and are designed for walking, bicycling and public transportation.

Zoning and subdivision bylaws and municipal capital improvement programs should be revised to create developments oriented to public transit. By managing growth, the Region can handle the increase in travel without widening existing freeways or building the new crossings of Burrard Inlet and the Fraser River. These facilities would be prohibitively expensive and still would not eliminate congestion.

Part 2: Full Use of Existing Transportation Facilities

We should make better use of the present transportation system to carry as many people as possible. Some of the methods which have worked well elsewhere should be used more extensively here:

- Traffic management programs (such as automatic signal systems, parking controls and reverse lanes like those on the Lions Gate Bridge) should be used to handle more traffic on existing roads.
- Bus transit should have priority on local arterials and highways, through techniques such as special bus lanes, ramps and transit malls.
- A regional parking program should be developed to limit growth of parking and raise rates in downtown Vancouver, while providing suburban "park-and-ride" lots on public transportation routes.
- Car pooling should be encouraged by providing computer matching services, and by giving priority parking and priority traffic status to car pools.
- Staggered work hours, flexible attendance and other means of varying work schedules are needed to reduce rush-hour traffic. Flexible weekly work scheduling has the added benefit of minimizing peak recreational traffic periods on the weekends.

Part 3: Program for New Transportation Facilities

Even with managed growth and full use of existing transportation facilities, some improvements are essential just to keep the same accessibility the Region enjoys today. Greater Vancouver's travel volumes are reaching a level which the car and bus alone cannot handle. New auto bridges and freeways can only be costly stop-gap measures for coping with forecast traffic growth. In the long term they will only make congestion worse by creating more suburban sprawl and bringing greater numbers of cars through Vancouver neighbourhoods into busy downtown streets.

Today, under 10% of the daily trips in the Region are made on public transit. Our objective is to increase this share of daily trips to 25 - 30%, and to do this by carrying a majority of people heading into downtown or Regional Town Centres.

This major shift from today's travel habits will require that most of our future transportation dollars be spent on transit improvements. This change in direction was set in 1971 by the "Kelly Report", which has been the basis for transit planning in the Region since that date.

Because transportation improvements will be expensive, setting priorities is crucial. We propose that these most needed improvements, designed to accommodate travel generated by managed regional development, be made first:

ESTIMATED TRAVEL ACROSS MAJOR SCREENLINES
Person-Trips 7 - 9 AM in Peak Directions

LOCATION	1971	1986 Trend	1986 Managed Growth
First Narrows (S)	11,000	19,000	13,000
Second Narrows (S)	11,000	17,000	15,000
TOTAL BURRARD INLET	**22,000**	**36,000**	**28,000**
Oak & Knight St. Bridge (N)	15,000	36,000	26,000
Queensborough Bridge (S)	1,500	3,000	3,000
TOTAL FRASER RIVER NORTH ARM	**16,500**	**39,000**	**29,000**
Patullo Bridge (W)	7,000	19,000	11,000
Port Mann Bridge (W)	5,000	13,000	8,000
Deas Tunnel (N)	5,000	11,000	7,000
TOTAL FRASER RIVER SOUTH ARM	**17,000**	**43,000**	**26,000**
False Creek - Carrall St. (N-W)	46,000	75,000	56,000
Boundary Road (W)	30,000	60,000	42,000
Burnaby - Coquitlam (W)	15,000	35,000	24,000

Public Transportation

(1) **Light Rapid Transit** from downtown Vancouver in subway to Cedar Cottage, then on the B.C. Hydro Central Park right-of-way via the Burnaby Regional Town Centre to New Westminster, continuing in the median of North Road to Port Moody and then east to the Coquitlam area Regional Town Centre;

From New Westminster, using the understructure of the Patullo Bridge and the median of King George Highway to the Surrey Regional Town Centre, with an extension to the Newton transit centre.

(2) **North Shore Passenger Ferries** running frequently (approximately every 10 minutes) from the Granville Waterfront Station in downtown Vancouver to the transit centre at the foot of Lonsdale Avenue in North Vancouver City.

(3) **Suburban Rail** service using modern, double-deck passenger trains on existing railroad track; initially this would be a rush-hour-only service (two or three trains inbound in the morning and outbound in the evening):

From the Granville Waterfront Station in downtown Vancouver on the CPR mainline along Burrard Inlet to Port Moody and the Coquitlam area Regional Town Centre, with a possible extension of service east to Mission.

From the ferry connection and transit centre at the foot of Lonsdale Avenue in North Vancouver City, west on the BCR to Horseshoe Bay.

(4) **Fastbus** service to all parts of the Region not provided with rail or ferry service, and completing the network of transit lines interconnecting all parts of the Region.

(5) **Articulated Streetcars or Articulated Trolleybuses** in moderately heavy corridors:

In the Broadway/Lougheed Highway corridor from UBC east to the Brentwood transit centre.

In the Hastings/Granville corridor from North Burnaby to downtown Vancouver, thence to the South Granville area.

(6) **Improved Local Bus** networks to provide general transit service within municipalities and also to offer connections to the regional Light Rapid Transit, Suburban Rail, Ferry and Fastbus lines. Urban service levels, with basic bus frequencies of about 10 minutes, should be provided in Vancouver City, Burnaby, New Westminster and North Vancouver City, suburban service levels, with buses running less frequently, but with co-ordinated connections at "timed transfer points" in other areas.

(7) **Special Services** are needed for the disabled and others who cannot use regular public transportation.

Local Transportation Arterials

People make nearly two-thirds of all their trips to places within two miles of home. Therefore, transportation arterials which handle this local travel within each part of the Region and accommodate automobiles, public transit, walking and the bicycle, are an important part of our transportation proposals. They are necessary in areas which will receive a large number of new residents (Surrey, the Coquitlam area, Richmond and Delta), and areas where Regional Town Centres are proposed.

Goods Movement

As the numbers of businesses and the people served by businesses increase, the system for transporting goods throughout the Region must be improved and must include both truck roads and modernized rail facilities. Regional Town Centres should contain centralized shipping and servicing systems for commercial buildings. These proposals are related to a program of modernizing industrial and port activity and reclaiming obsolete uses of the Burrard Inlet and Fraser River waterfront for urban and recreational purposes.

Recreational Travel

Increased leisure time will generate even more travel to places of recreation. We propose that much of this heavy recreational travel, such as to the North Shore Mountains, be served by improved public transportation including recreational trains to the Whistler Mountain area and better bus service to urban parks in the Region and major parks outside the Region. We propose development of both urban and wilderness trail systems focused on transit stops and linking parks to one another. Many more of our recreational assets must be made available by ferry, light rapid transit, rail and bus service to reduce the cost of providing highways for recreational travel peaks, and to minimize the impact of roads and parking areas on conservation and recreation lands.

Provincial and National Transportation Systems

Some parts of the regional passenger and goods transportation systems, such as the railways, the ports and the airport, are also part of national or provincial systems. These transportation systems generally have a large impact on regional livability and it is important that the planning and operation of such major facilities and services be compatible with regional objectives.

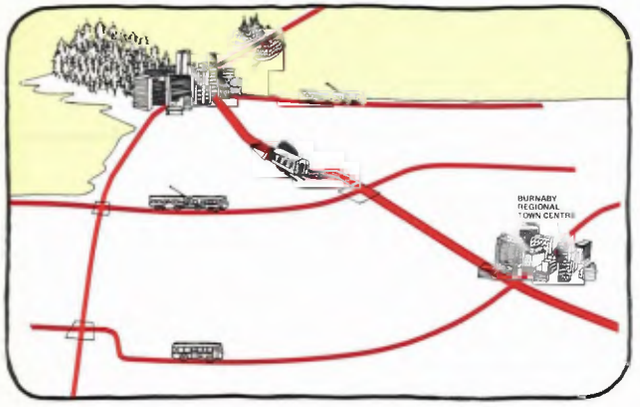
Acting on the Transportation Proposals

People are increasingly concerned about noise, air pollution, accident hazards, ugly views and other disruptions of their community and environment caused by transportation. The proposals we have made in this section therefore concentrate on providing essential transportation service co-ordinated with the managed regional growth strategy and minimizing environmental disruption.

The transportation strategy emphasizes getting the best transportation bargain; it emphasizes minimizing the need for travel and co-ordinating transportation with growth management. This is even more important today than during the 1950's and 1960's when abundant and cheap energy fuelled more travel — farther, faster and mostly by automobile. The future will bring more than a doubling of fuel prices, the emergence of Canada as an energy-importing nation, and inflationary costs of transporting goods and services. These are compelling reasons for a basic turnabout in transportation planning to stress efficiency and to stress public transit. We have begun heading in the right direction by making some of the improvements to public transit suggested in the 1971 "Kelly Report". We should continue by acting on the proposals made here.

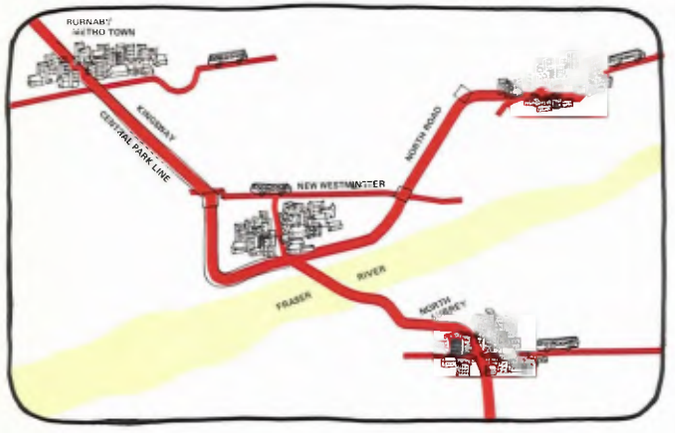
TYPICAL TRIPS BY PUBLIC TRANSIT IN THE FUTURE

TO AND FROM DOWNTOWN VANCOUVER AND REGIONAL TOWN CENTRES



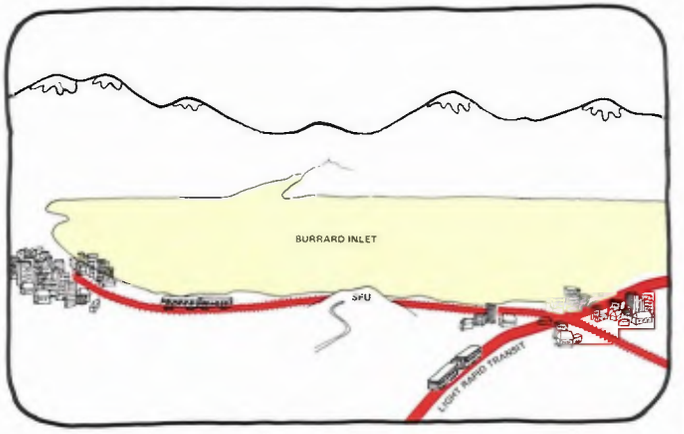
A trip might start with a Local Bus to a station on the Light Rapid Transit (LRT) line, then continue on LRT to a Regional Town Centre or downtown LRT subway station. Many trips downtown would be entirely by Local Bus or Fastbus as at present, but be faster because of traffic measures designed to give buses priority.

BETWEEN REGIONAL TOWN CENTRES



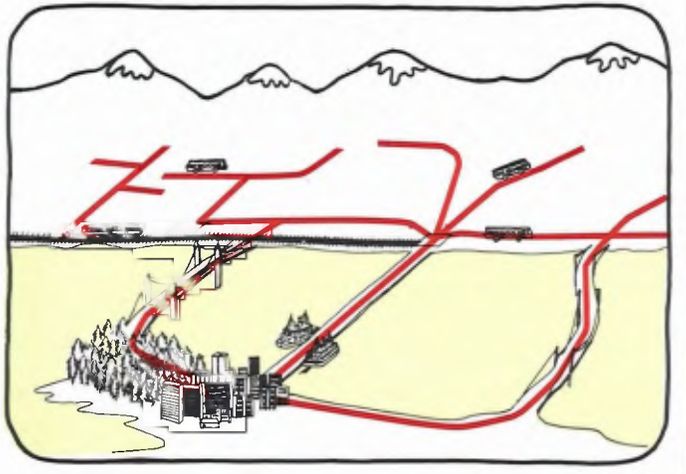
Light Rapid Transit offers fast trips between transit terminals located in the heart of Regional Town Centres. Local Bus routes focus on these terminals, providing quick transfers to and from the surrounding area.

SUBURBAN TRAINS: COQUITLAM TO DOWNTOWN VANCOUVER



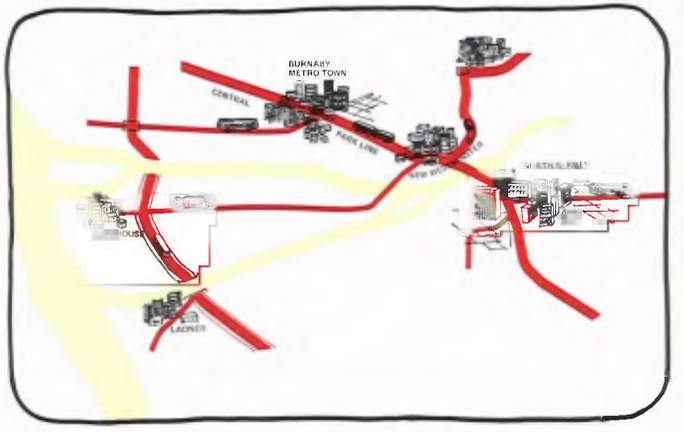
Rush-hour suburban trains run on the CPR carrying residents from the Coquitlam area, and perhaps from Mission, into Vancouver. There are only a few intermediate stops; these offer transfers to and from Local Buses and Light Rapid Transit.

NORTH SHORE JOURNEYS



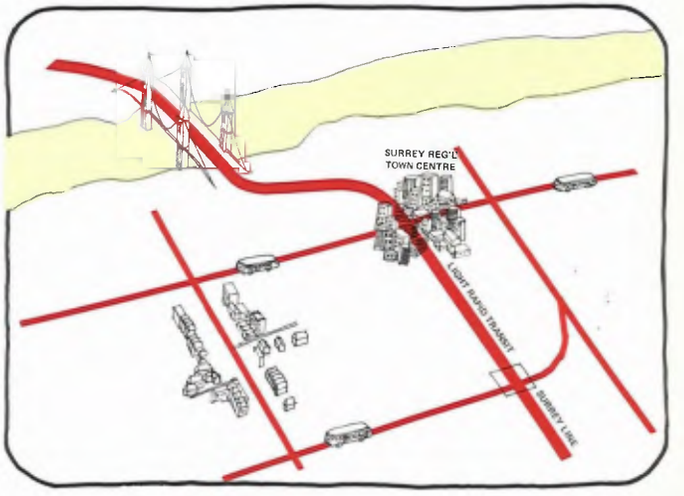
Local Bus service is improved and timed to connect with frequent passenger ferries at the North Vancouver transit centre. Rush-hour suburban trains run on the BCR from Horseshoe Bay to the transit centre. Trans-Inlet Fastbus routes will continue to operate over the bridges.

INTER-SUBURBAN TRIPS



Some of these trips involve a Local Bus to the nearest transit terminal - perhaps in a Regional Town Centre - continuing on by Light Rapid Transit. Many involve a combination of Local Bus and Fastbus rides, with connections timed to avoid waiting.

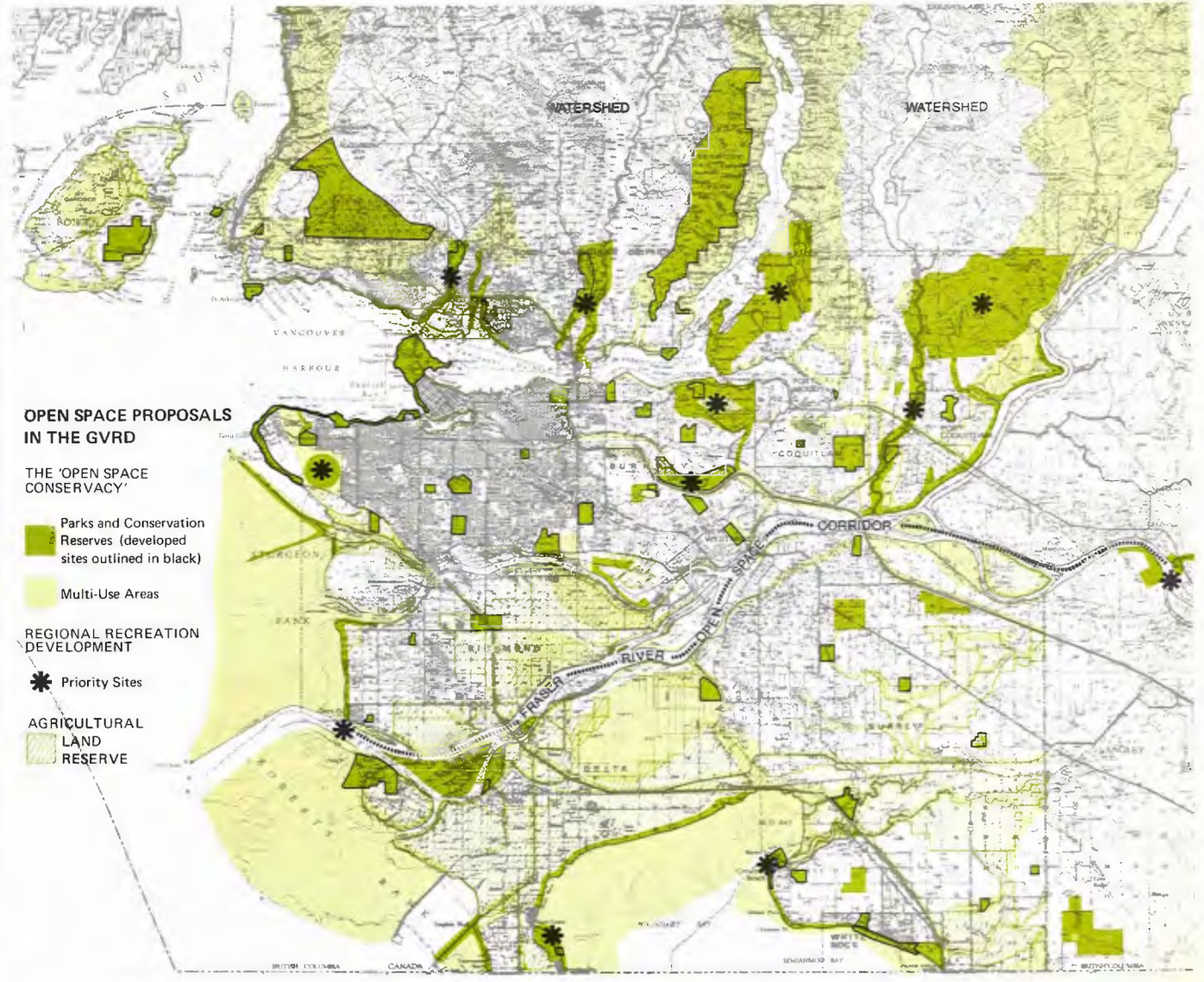
WITHIN THE COMMUNITY



Local Bus routes provide transit service within communities, connecting residential areas with local services, schools, parks and recreation centres. They also link residential areas with Regional Town Centres, and main regional transit routes.

5. PROTECT AND DEVELOP REGIONAL OPEN SPACES

People love the scenic assets and recreational opportunities of Greater Vancouver. The views of the North Shore mountains and the harbour, the rough topography of the Capilano, Seymour and Coquitlam Rivers, the pastoral scenes of the Delta and Surrey farmlands, the rugged shorelines of Howe Sound and Indian Arm, are all part of the openness and beauty people treasure in this Region. In spite of the fact that many important parks, farmlands, and other open spaces have been protected as the population of Greater Vancouver has grown, too many valuable natural areas have disappeared and have been converted to housing sites, offices and other urban uses. (See Box on "Our Past Record.") Any plan for the future of this scenic Region must guarantee that the wide variety of open space opportunities which now exist here do not become lost opportunities. An aggressive open space and recreation program is therefore a crucial part of our growth management strategy to 1986 and beyond.



Acquiring Parkland Is Not Enough

The aim of regional open space planning must be to retain the character of our wilderness and open land resources, and to open up many of these areas for public use. People now want the mountain slopes and riverbanks preserved; they want hiking trails, scenic views, small local parks and nature conservation areas in addition to the major publicly owned parks. No conceivable expansion of capital budgets to buy parkland outright can meet this wide spectrum of open space needs. We believe they can be met if we broaden our present policies beyond solely purchasing land for large regional parks.

We therefore propose:

(1) **A Broader Definition of Open Space** through the concept of an "Open Space Conservacy," including but going beyond large publicly owned parks to encompass scenic views, important plant and animal communities, hiking trails and many other natural assets; and

(2) **A Broader Selection of Ways to Protect and Utilize Open Space** going beyond outright purchase.

An "Open Space Conservacy"

We propose that all significant regional recreation and landscape features, whether publicly or privately owned, be designated an "Open Space Conservacy." The proposed Conservacy is shown on the accompanying map; it includes:

- areas of excessive slope, poor drainage and foundations, erosion or flood hazard,
- areas which can or do support important fish, bird, mammal and plant communities,
- "landmark" areas and views which are distinctive features of our Region's landscape,
- areas which offer significant recreation opportunities.

The Conservacy map shows that a large amount of land falls into these four categories. The Conservacy includes our mountain backdrop, ocean shorelines, rivers and streams, tidal lands and bogs, ravines and wooded slopes, major highways and utility rights-of-way, existing and proposed parks and institutional reserves. Farmland and domestic watersheds are not shown on the map because they are protected by legislation. Of course, they also have wildlife, landscape and recreation value. (See Box on "Farmlands and Floodplains.")

As the map shows, there are two basic types of Conservacy areas:

(1) Parks and Conservation Reserves

These are important existing and proposed park and wildlife lands which must be set aside permanently and exclusively for recreation and conservation purposes. Because they are exclusive use areas where no development can occur other than for recreation purposes, they must in almost all cases be purchased outright as parks or wildlife reserves. Examples are Belcarra Regional Park and the Reifel Waterfowl Refuge.

(2) Multi-Use Areas

Scenic views, unusual landscape, public access, and recreational use can be protected on some private lands without eliminating all housing, industry, or institutional development. The multi-use category permits controlled development, while in the parks and conservation category no development can occur other than for recreation. For example, the waterfront along Burrard Inlet is in the multi-use category because we wish to make sure that the public has access to this area; public access can be quite compatible with industrial and port development.

Lands in the multi-use category will not require outright purchase. The multi-use areas are the unique feature of our Conservacy proposal and require the mobilization of new techniques as well as the widespread application of some of the effective measure now used by municipalities to preserve waterfront access or protect a stand of trees. (See section on Managing the Open Space Conservacy).

Managing the Open Space Conservacy

A final Open Space Conservacy map should be adopted as part of the Official Regional Plan and should be backed by new legislation needed to enable the municipalities and the GVRD to influence development in multi-use areas.

The typical park development and operating department is not geared up or staffed to manage a diverse Open Space Conservacy. An expanded regional open space management department should be established, possibly based on the existing Regional Parks Department. It should be responsible for setting the Re-

OUR PAST RECORD

Many outstanding open spaces in Greater Vancouver have been saved. Visitors find a surprising amount of public shoreline and beachfront. Most of the mountains are park or watershed and most of the tidal foreshore outside Vancouver harbour has been retained in public ownership.

But there have been noticeable losses too, and there apparently is little public confidence that our scenic and recreational resources will be managed well enough to prevent additional losses. This is borne out by the Vancouver Urban Futures Project (a poll of resident opinions), and by the citizens' Policy Committee reports.

There are many examples of open space losses in Greater Vancouver. Twelve of 17 sizeable creeks and streams in the Lower Mainland have been partially destroyed through pollution and/or damming. Several others have suffered greatly from logging. Many smaller creeks have disappeared or have been turned into flood and drainage channels. Over the years, riverbank quality has deteriorated along the Fraser, even where there is no industry. Waterfront dykes are "protected" with old car bodies instead of being used as inexpensive linear parks and trails. Other examples are pollution of the Boundary Bay shellfish industry, loss of fish stocks and waterfront feeding and nesting grounds for our bird population, unnecessary but relentless destruction of attractive cover and views along major highways, and subdivisions which totally scrape plant and soil covers from treed hillsides.

gion's open space development priorities based on the inherent value of sites and on livability criteria, such as providing recreation close to people's homes. It should be given substantial funding; it should be empowered to use techniques other than land purchase and to co-operate with other agencies in *ad hoc* arrangements to utilize our natural assets.

Parks and Conservation Reserves — What Should Be Done

The Regional Parks program has achieved a great deal in purchasing more than 3,500 acres of land to which substantial amounts of nearby Crown Land may be added. However, despite this acquisition and the increase in regional population, no new major parks or useable beach areas have been opened in the last 10 years. We feel strongly that the emphasis of our regional parks program must shift toward development of parks. Considerable new funding is needed for regional park development. The current annual regional parks budget of less than $2.50 per resident, if not increased, must be diverted in part to opening several regional park sites. In fact, however, the budget should be increased substantially, and the entire increment should be allocated for park development starting in 1976. If necessary, a plebiscite should be held on funding for the park development program.

Even with an expanded budget, it is impossible to develop recreation facilities in all park areas in the next few years. Therefore it is crucial to establish priorities for spending. The map indicates 12 sites which we believe deserve first priority for development funds. These were selected from a list of 35 sites in the GVRD on the basis of criteria dealing with site features and recreation capabilities, location, and livability objectives such as proximity to existing or planned public transit. These tentative priorities include both regional parks and other sites.

A number of sites in different locations can be opened with only minimum development soon after 1976. We contend that it is preferable to open up a park with low-investment improvements, such as temporary shelters and toilets and a limited staff, than to keep the site closed until we can afford to manage it on the same level as Stanley Park. The Provincial Parks Service is redirecting its spending toward temporary improvements and this is appropriate policy for regional parks as well. Until park sites are open, people do not gain from the parks program, and the program does not receive the support it deserves.

The shift from acquisition to developing recreation opportunities requires us to initiate new programs that do not involve costly land purchase to open up recreation areas and parks. Examples are:

- Develop recreation sites along the dykes and river banks of the Pitt, Coquitlam, Nicomekl, Serpentine and other streams.
- Work with other agencies to help develop and manage the recreation potential of major public land holdings such as Alaksen National Wildlife Refuge, Serpentine Fen and Widgeon Valley.
- Co-operate with school boards and other agencies with an interest in developing joint open space locations to combine funds for recreation, education and conservation facilities.

FARMLANDS AND FLOODPLAINS

Farming and the Agricultural Land Reserve

About 75,000 acres of the land in the Greater Vancouver area has been placed in the Agricultural Land Reserve. When the Agricultural Reserve proposals were prepared, GVRD recognized that some farmers were faced with especially serious farming problems not of their own making. These farmers' lands were placed in the GVRD's "Secondary Reserve" to be reviewed when more detailed information on these problems, along with a more complete picture of urban and industrial land needs, could be provided. The review of Secondary Reserves will follow publication of this report and will lead to information meetings and a public hearing in May. The GVRD Board will then decide whether to apply to the Provincial Cabinet for alterations of the Agricultural Land Reserve boundaries.

Farm Viability

In the past, farmland has been treated as a land bank which could be drawn on at will for non-farm uses such as highways, industrial lands and recreation facilities. It was blindly assumed that farming could simply continue on the remaining land. Only in creating the Agricultural Land Reserves did we learn how destructive highways and utility routes and residential, industrial and institutional intrusions can be to existing farming patterns. The urban community must recognize the needs of the farm community and provide protection against urban pressures. We have therefore begun to study in more detail farmers' problems in Delta, Richmond and Surrey, and have assisted on a farm roads proposal for Delta.

Floodplains

Provincial and regional policy through the Official Regional Plan restrict urban development on the Fraser River floodplain. The only exceptions are in existing urban areas of Richmond (mainly west of No. 5 Road and north of Steveston Highway), Ladner Townsite, Queensborough and Bridgeview. The floodplain and Agricultural Reserve policies reinforce each other; population in the floodplain is limited and this valuable farmland remains in the Agricultural Land Reserve.

Floodproofing is necessary for the urban areas listed above which already exist in the floodplain. The Fraser River dyking program provides protection against the highest estimated river flow likely in a 200 year period. However, experience elsewhere suggests that eventually a flood will exceed the dyke protection. Therefore, citizens and municipal, provincial and regional agencies should press for secondary dykes, floodproofing of buildings, better flood prediction and contingency plans.

Multi-Use Areas – What Should Be Done

Since all land with important landscape qualities or views in multi-use areas cannot and need not be bought by public agencies, we should carry out this part of the Conservacy by finding ways to gain public use of certain private land and land owned by other government agencies.

In the case of private land, the Conservacy could be administered through a land use contract system which would allow development to proceed if open space values are protected or if public recreation or other requirements are met. Other measures which might be used in multi-use areas are controls on building height and spacing to preserve views, preparation of landscape guidelines for certain sites, and mandatory ecological impact studies to determine how and to what extent sites should be developed. GVRD should contribute funds and help carry out studies so that the entire burden does not fall on private developers.

Co-operative use and development of open space held by public agencies is another important tool to be used in the multi-use category. The co-operative approach to using land already publicly owned can help avoid jurisdictional disputes and additional costly land acquisition. For example, Richmond, New Westminster, Burnaby and Vancouver are now participating with the B.C. Department of Recreation and Conservation in a study of the Fraser River North Arm. The aim of the study is to plan a mix of recreation and industrial uses on land held by various governments and private owners. Other possibilities for co-operative use are the UBC Research Forest and Greenbelt lands in farm areas.

Municipalities are already using some of the measures mentioned in our proposal. For example, West Vancouver has acquired a Crown Lease of a 1,000 foot wide strip below the high water line, and has adopted a policy of low density residential development above the Upper Levels Highway to preserve the landscape. Surrey has moved to protect its streams and rivers through setback requirements. Port Coquitlam has opened the Poco Trail on its portions of the Pitt and Fraser River dykes.

These and other measures should be used throughout the Region. It is crucial that they be applied within the framework of the Conservacy, just as the Conservacy has been developed within the framework of our overall growth management strategy.

EFFECTIVE ACTION NEEDS A COMPLETE STRATEGY

THE FIVE PARTS OF THE GROWTH MANAGEMENT STRATEGY WORK TOGETHER:
ONE CANNOT BE CHANGED OR IGNORED WITHOUT AFFECTING THE OTHERS.

Here are examples of how they work together:

HOUSING TARGETS

Residential Targets affect:
Level of Transit Service
Where workplaces are needed
Location of Regional Town Centres
OPEN SPACE DEVELOPMENT PRIORITIES

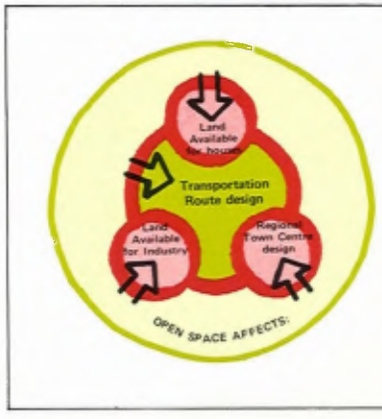
JOBS TARGETS

REGIONAL TOWN CENTRES

Ability to serve resident areas
Location of main Transportation routes
Ability to meet job targets
Regional Town Centres affect:
ABILITY TO CONSERVE OPEN SPACE

TRANSPORTATION SYSTEM

OPEN SPACE CONSERVACY



REGIONAL DEVELOPMENT 1976/1986

How will the growth management strategy just described affect the next decade of regional growth?

What effects will the strategy have in each municipality during the period from 1976-1986?

What difference will the growth management strategy make to daily life in the Region?

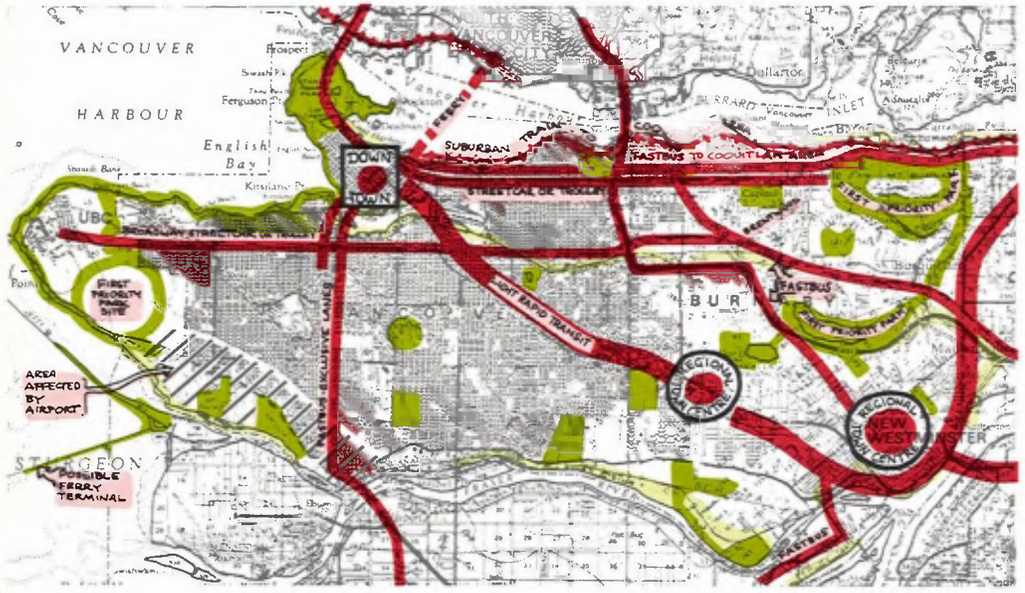
In answering these questions, this section underlines the fundamental choice to be made: either we let current development trends in the Region continue or we significantly change those trends by taking steps now to implement the proposed growth management strategy.

POLICIES FOR EACH PART OF THE REGION

In the next few pages, we briefly sketch how regional growth management policies would affect each part of the Region. The discussion for each area is not comprehensive; it is intended to illustrate the effects of the proposed growth management strategy.

Our proposals will be more difficult to achieve in some municipalities than others. Each municipality must work out the best way for it to respond; there is no single formula which can be applied across the entire Region.

We look forward to continuing discussions with municipalities and the public on how the proposed strategy can best be implemented or how it should be modified.



VANCOUVER – UNIVERSITY ENDOWMENT LANDS

Vancouver is the third largest city in Canada and the central city of this Region. It has attained a relatively stable rate of population growth and a certain maturity in development. Thus, the growth management strategy has less to propose for Vancouver than for many other areas of the Region. Still, there are four major areas of concern for growth management in Vancouver.

We propose that the City substantially slow the rate of employment growth within its boundaries, that it house more people than it would expect to under trend growth, and that substantial major public transit improvements be made between now and 1986. Our principal concern with the University Endowment Lands, which are administered by the Province, is our conviction that the majority of the undeveloped lands should be reserved for park use.

Managing Job Growth

Today, one out of every two new jobs in the Region locates in the City of Vancouver – in the downtown, in the Broadway area or in smaller office buildings which are springing up in many other parts of the City. Instead of one out of every two new jobs locating in Vancouver, we propose that four out of every five new jobs would be encouraged to locate in other municipalities and in Regional Town Centres.

The most recent figures for the City's plan for downtown indicate total employment there in the order of 140,000 jobs by 1986. We propose that the employment growth rate be slowed to produce a total closer to 125,000 jobs by 1986 in the downtown, and that steps also be taken to discourage office location along Broadway and in other areas of the City. Dramatically slowing the rate of job location in Vancouver is essential if other municipalities are to be able to offer more of their residents an opportunity to work close to where they live, if Regional Town Centres are to get started in the next few years, and if the Region as a whole is to avoid a fantastic expenditure on new transportation facilities.

Active co-operation by the City of Vancouver is of critical importance to the whole growth management strategy for the Region. However, it is our judgement that slowing the rate of employment growth in Vancouver can also produce very

positive results in the City. For example, if the downtown continues to grow at its present rate, it will be very difficult to avoid the dehumanizing aspects usually introduced in an urban environment by heavy concentrations of office buildings, and the City will continue to be a jumble of streets and buildings under construction for many years. It seems to us that a slower rate of growth will give the City a better opportunity to introduce the measures required to ensure that downtown maintains the human and livable qualities which the current downtown plan advocates.

Slowing the rate of employment growth in the downtown and the rest of the City can also prevent more Vancouver neighbourhoods from being disrupted by heavy through traffic. Unless more jobs are located outside of Vancouver, more residents of other municipalities and more service trucks will be forced to travel through Vancouver neighbourhoods.

Population Targets

The population targets for Vancouver propose that the City add about 47,500 people between 1976 and 1986. This is 15,000 more people than trend growth would add. Absorbing this number of new people should not place any severe strains on the City to supply services or jobs. The City now houses the majority of employment opportunities in the Region. It offers the principal cultural, sports and other entertainment events. Hardware such as water mains and sewers are all in place, and many other facilities such as schools are not crowded at this time.

The major challenge for the City will be to increase the housing supply and still maintain the quality and livable characteristics of existing neighbourhoods. Vancouver has little in the way of vacant land to house new residents. Increases in Vancouver's population will have to be accommodated primarily through redevelopment or through a process of gradually increasing densities in existing neighbourhoods. The City is already undertaking redevelopment in False Creek to provide housing, and it is proposing redevelopment in the downtown which will add housing to areas where only commercial or industrial activities exist now.

Redevelopment in Vancouver in recent years has also meant tearing down older neighbourhoods to build apartments. This approach provides new housing quickly, but also has high social costs in displaced persons, lifetime patterns broken and neighbourhood fabrics entirely destroyed. By proposing that Vancouver accelerate its population growth, we do not advocate clearing neighbourhoods to put up high-rise apartments. We would suggest, rather, that in areas where redevelopment is considered desirable, the City give priority to medium density, low-rise development such as town houses.

We would also suggest that the City explore programs for gradually increasing densities in existing neighbourhoods. This can be accomplished by converting larger homes to suites, by adding basement suites, by building on any vacant lots, and even by adding new buildings to developed lots where there is enough land. Such a program, which the Province has recently proposed, offers an alternative to redevelopment and the possibility of preserving the character and quality of older neighbourhoods. It is our belief that such a program can only succeed where it has the active support of the existing residents. Therefore, we would recommend that it only be attempted in neighbourhoods where residents agree to it and participate in the development and implementation of the program.

The proposed expansion of Vancouver International Airport may subject parts of South Vancouver to undersirable levels of noise. If expansion is undertaken and is carried out in a manner which will raise the noise levels, it would not be desirable to increase the densities in those areas of the City which are adversely affected. Therefore, we would recommend that no programs to increase densities be undertaken in South Vancouver until it is clear whether airport expansion is to go ahead and what its noise impact will be.

Open Space

Establishing a major regional park on the University Endowment Lands is one of the 12 priorities for recreation development to 1986. In our estimation it merits early expenditure of park development and management funds by the Region. The qualities of this area are well known: its scenic drives and varied forest, its fine beaches, the nesting grounds it provides for blue heron and many other varieties of birds, its network of hiking trails; and the outdoor classroom it provides for students, scouts and others. The area is ideal as a park not only because of its attractiveness as a recreation setting and wildlife habitat, but also because of its convenient location. Over half of the Region's population can now reach the Endowment Lands from their homes in less than 30 minutes, and it can easily be provided with frequent transit service from all parts of the City in the future. Thus, public use is not limited to only full or half-day trips as with most outlying major parks.

The future of this beautiful area is all the more critical because it borders the City of Vancouver. The City is almost completely built up now and will continue to experience increases in densities. Thus, it will face growing demands for parks and recreation areas and has few opportunities to provide them. It is therefore essential that a substantial park area be set aside and developed for recreation use. We should demonstrate the same foresight as those who preserved Stanley Park for future generations in 1886.

Of the 1,700 undeveloped acres of the Endowment Lands, we think that approximately 1,200 acres is needed to maintain ecological integrity and provide connections to the existing Marine Drive Foreshore Park. We believe several hundred acres can be used for housing as long as it is carefully located after all lands necessary for the park have been set aside.

From a regional perspective, there are several other important open space opportunities in Vancouver and the Endowment Lands. Continuing development of recreation opportunities along the North Fraser River is important to provide open space for the inadequately served southeast sector of the City. It can also provide a continuous walkway stretching from False Creek, around the Endowment Lands nearly to the south foot of Granville Street. The North Fraser River Recreation Study should lead to more of the waterfront being opened to the public. Vancouver, Burnaby, Richmond and New Westminster are participating in this

study with the B.C. Department of Recreation and Conservation.

Vancouver has an admirable record of keeping its shoreline and beach areas public. We suggest that this aggressive program be extended to the Burrard Inlet area where pedestrian access can be provided in interesting industrial and port areas without displacing them. We also suggest that Vancouver create pedestrian and cycle paths to link with Burnaby's extensive proposed system. The downtown, Chinatown and False Creek can be linked to Still Creek and Burnaby Lake by a trail system along the Burlington Northern cut. Other connections should be possible along Burrard Inlet, in the southeast sector of the City to link with Central Park, and along the North Arm of the Fraser.

Transportation

All three parts of the regional transportation strategy have important applications to Vancouver and the University Endowment Lands. The strategy includes: management of growth, full utilization of existing facilities, and provision of needed new facilities – mainly public transit (see section of the report on Build and Operate an Improved, Transit-Oriented Transportation System).

1. The managed growth strategy will have a strong effect on the increasing volumes of traffic which filter through Vancouver's neighbourhoods. Decentralizing the growth of jobs and population in the Region will reduce the increase in rush-hour travel into Vancouver by 50%. This will greatly reduce the potential strain on Vancouver's street system.

2. Measures to improve the utilization of existing transportation facilities can be especially advantageous for Vancouver. We propose:
   - a program of staggered work hours and flexible attendance to ease peak requirements for transit service and road space,
   - transit priority measures to increase the passenger capacities of major streets,
   - reduction in the amount of parking in downtown Vancouver, and imposition of a parking tax from which revenues will be allocated to transit development,
   - encouraging car pooling by providing "computer matching" services and giving parking and traffic priority to car pools.

3. Managed growth and better use of existing transportation facilities will considerably reduce the need for new facilities. However, some new facilities will still be required. To provide transit capacity for managed growth travel, the following improvements are necessary:
   - Light Rapid Transit is required in a subway through downtown, surfacing in Cedar Cottage and continuing on the B.C. Hydro Central Park right-of-way to the Burnaby and New Westminster Regional Town Centres, with extensions to those in the Coquitlam area and Surrey. During construction of the subway section downtown, an express bus or temporary surface rail connection should be operated from Cedar Cottage to towntown Vancouver.
   - Increased transportation capacity and higher transit service standards are needed in the Hastings/Granville Corridor between North Burnaby, downtown and South Granville, and in the Broadway/Lougheed Corridor between the Brentwood transit focus and UBC. We propose using articulated streetcars or trolleybuses (that "bend in the middle") on transit-only lanes.

BURNABY - NEW WESTMINSTER

Refer to map (page 30

The regional growth management strategy makes several important proposals for Burnaby and New Westminster. We propose that these two municipalities house a substantial portion of the Region's population increase to 1986, and that they adopt strong action programs to get Regional Town Centres well under way in both municipalities by 1980. From a regional point of view, the establishment of a Light Rapid Transit line from New Westminster to Burnaby and Vancouver, and development of a regional park in Burnaby are also high priority projects. It may not be easy to achieve all these aims in so short a space of time.

Regional Town Centres - Burnaby

Starting Regional Town Centres in the Central Park area of Burnaby and in downtown New Westminster and developing them to the point of self-sufficiency by the early 1980's is one of the Region's first priorities in the Regional Town Centres program. (See section on Regional Town Centres.)

The Central Park area of Burnaby has already been designated for "Metrotown" development by Burnaby Council, and Burnaby and GVRD have now completed a joint conceptual study of the Regional Town Centre. The concept envisions a centre bounded by Kingsway, Imperial Street, Central Park and Nelson Avenue. The Light Rapid Transit line we propose on the B.C. Hydro right-of-way will serve the centre with two transit stops and provide excellent transit access. Building this line from New Westminster to Burnaby and on to Vancouver is a priority regional transportation improvement. Major bus routes running on arterials like Kingsway and Willingdon Avenue will bring residents from surrounding communities to a transit terminal and activities in the Regional Town Centre.

Burnaby is the geographic centre of the Region and thus a good place for major population-serving facilities. It is a natural location for business headquarters, major government offices and services, entertainment facilities, and any other activities which serve large groups of people. The Central Park area is already attracting new offices and other commercial activity. The addition of the B.C. Tel headquarters will add approximately 500,000 square feet of office space, a healthy boost toward self-sufficient size for the Regional Town Centre. The area also can provide sufficient vacant and under-used land to allow the creation of a Regional Town Centre without disrupting existing commercial activity.

The major challenge in the Central Park Regional Town Centre will be to

create the qualities which will make it a pleasant and exciting place to be day and night. Major cultural facilities and other activities, such as restaurants, community activities and special services, will be needed. The centre should have a strong pedestrian orientation and reduce the space devoted to the automobile. One of the major attractions of the Central Park location is Central Park itself, which offers fine views out over the whole Region. Deer Lake Park and the Oakalla site to the northeast of the Regional Town Centre create an exciting opportunity to frame the centre with park space, strong pedestrian connections and "urban trails" linking the centre with other parks and open spaces throughout the municipality.

New Westminster

Downtown New Westminster has great advantages as a Regional Town Centre site. It is already close to the size of self-sufficiency. Excellent transit access will be provided with the introduction of Light Rapid Transit on the B.C. Hydro Central Park line and with improvements in the local and Fastbus services, which will all come into a transit terminal in the downtown. When the first leg of the Light Transit Rapid is operating, downtown New Westminster will be connected to Burnaby and Vancouver. Ultimately it will be the focal point for three Light Rapid Transit routes when lines to the Coquitlam area and Surrey are added.

One of the major tasks for Regional Town Centre development in New Westminster by the early 1980's will be to highlight the downtown's existing assets. As one of the oldest centres in the Region, downtown New Westminster has a history and character all its own. The sense of history and New Westminster's natural orientation to water and port activities should guide the detailed planning of the Regional Town Centre. Another important factor is to make the street-level environment pleasant for pedestrians and to add new activities which will keep the area lively day and night. The downtown Regional Town Centre site and the Sixth Avenue and Sixth Street area might be connected by a restored trolley or other transit link running in a transit mall.

Reaction to date from New Westminster officials and community members has been favourable to the idea of a Regional Town Centre. The next step to get the Regional Town Centre started is a joint study by New Westminster and GVRD to define clearly the extent and character of the centre and an action program to get the centre under way.

Population Targets

We propose that Burnaby and New Westminster adopt population targets for an increase of 54,500 people between 1976 and 1986. This would result in a total population of 248,500 in 1986 as compared to 194,000 in 1976. This target is 23,000 people higher that the trend estimate of 226,000 people for 1986. However, the target for Burnaby is consistent with the rate of growth which it has been experiencing in the past few years.

Meeting the population target presents a difficult task for Burnaby and New Westminster. The municipal councils and staffs are best equipped to decide the type of residential development appropriate within their areas to accommodate the population increase. Essentially, there are three options for accommodating more residents. The first and easiest is to develop vacant areas. Burnaby is well endowed with vacant land. It has over 1,800 vacant acres now designated for urban use, much of which is in the eastern portion of the municipality. Many people can be accommodated in new compact housing in these areas. The other two methods for accommodating more people are redevelopment and slowly increasing densities in existing neighbourhoods. Redevelopment usually means replacing houses with high-rise apartments, but it does not have to. Gradually increasing densities in an existing neighbourhood can be accomplished by adding suites to homes, adding space, building on any vacant lots, and even adding buildings to developed lots if there is enough land to do so.

In Burnaby there are many opportunities for both redevelopment and increasing densities, but Burnaby Council, staff and local communities must evaluate these possibilities. The Lougheed Mall and Brentwood areas are now proposed for higher density development, and the Central Park area would be a natural with the introduction of a Regional Town Centre. Both the amenities of the centre itself, and the location of major recreation opportunities in Central Park and an expanded Deer Lake Park, make the Central Park area suitable as a neighbourhood for more people. By suggesting higher density development in Burnaby we are not advocating massive new high-rise apartment developments. While some additional high-rise development may be appropriate, we would urge that more attention be focused on medium density, low-rise development, such as town houses or compact housing. We would also propose that a program to increase densities only be undertaken in those neighbourhoods where the present residents agree and are actively involved in developing the program.

An expanded population can and should be accommodated in Burnaby without encroaching on the municipality's proposed parks, open space or the urban trail system. New development or redevelopment should respect and rely on the open space proposals. Rapid and complete development of the open space system can provide a natural setting for Burnaby's urban areas and strong pedestrian links between different parts of the municipality.

Unlike Burnaby, New Westminster does not have vast vacant acreages available. About 200 acres are still available, but most of this is in Queensborough on Lulu Island. Its suitability for further residential development is in some doubt because of poor soil conditions, high sewer construction costs, and danger of flood.

Because of this shortage of available vacant land suitable for housing, it is appropriate for New Westminster to explore redevelopment and a gradual increase of densities. Most recent development in the city has taken the form of apartments. While further development of some apartments may be appropriate, we suggest New Westminster explore a program to increase densities gradually in existing neighbourhoods. Such an approach offers the possibility of preserving much of the city's character and sense of history.

Job Targets

Burnaby and New Westminster already enjoy a good balance of jobs and resident labour force. We propose this balance be maintained in the future through the growth management strategy.

We propose that the number of jobs in Burnaby - New Westminster increase by about 44,000,or roughly two-thirds, in the 1971 - 1986 period. About 12,000 of these jobs should be in site-dependent employment, mainly in industry. Industrial expansion is possible in the Central Valley and Big Bend areas of Burnaby. Another 17,000 jobs would be of the population-dependent type, required to meet the needs of the greater number of people who will be living in these municipalities. Some of these jobs could locate in Regional Town Centres, but most, because they involve local services for people, would be located in areas of population increase. However, some 15,000 new jobs would be of the site-flexible variety — tied neither to specific land requirements nor directly to population. These would be office or service jobs, and would be of the type we would encourage to locate in the Regional Town Centres. This increase of 15,000 would represent more than a doubling of this type of employment from its 1971 level of 10,000. (See section on Promote a Balance of Jobs to Population . . . for definition of population-dependent, site-dependent, and site-flexible employment.)

Transportation

The 1971 "Kelly Report" on transportation policy called for extensive revamping of the bus lines in Burnaby and New Westminster. This reorganization of bus routes should be undertaken soon in order to bring an urban-level system to all parts of these municipalities. Such a system should be designed to increase the average speed of transit trips and generally require no more than one transfer, with minimum waiting time. Providing exclusive lanes for a Fastbus operation will be essential until the major improvements in the transportation system which are listed below can be made.

We recommend the following next steps be taken in improving transportation in Burnaby and New Westminster:

1. **Construction of Light Rapid Transit**

   On the Central Park right-of-way connecting Vancouver with the Burnaby and New Westminster Regional Town Centres. This is the highest priority line, with early operation possible from Cedar Cottage east through Burnaby to New Westminster. During the construction of the subway section through Vancouver, an express bus or a temporary surface rail connection should be operated from Cedar Cottage to downtown Vancouver.

   From New Westminster on a median strip in North Road to Port Moody, then east to the Coquitlam area Regional Town Centre.

   From New Westminster to the Surrey Regional Town Centre, and then to the Newton transit focal point.

2. The Hastings Street corridor from downtown Vancouver to North Burnaby and the Broadway/Lougheed corridor from UBC to Brentwood require an improvement in type and level of transit service. We propose articulated streetcars or articulated trolleybuses operating in exclusive lanes.
3. Suburban Rail service is required in the Barnet corridor from downtown Vancouver east along Burrard Inlet on the CPR mainline. Initially this is proposed as a rush-hour-only operation. Detailed consideration must be given to a North Burnaby/Barnet stop to provide a transfer point for local passenger distribution.
4. The Burnaby and New Westminster Regional Town Centres must both incorporate Light Rapid Transit - Fastbus - Local Bus Transit terminals into their design. Linkage with pedestrian ways and Town Centre facilities will be an important design consideration.
5. While no major increase in street and road capacity is proposed, some improvement is necessary in north-south street connections in Burnaby. In addition, improved traffic engineering should be employed to increase the capacity and safety of the street and road system.
6. Pre-emption of road space for transit on main corridors will be required into the 1980's until Light Rapid Transit on the Central Park line is in operation. Thereafter, the need to facilitate the movement of goods by truck will continue to require substantial road capacity.

Open Space

Burnaby has two of our proposed 12 top priorities for recreation development by 1986, Burnaby Mountain and Burnaby Lake. There have been many proposals for housing on Burnaby Mountain. From our perspective, it is essential that any housing be limited and shaped to respect the Region-wide importance of preserving the Mountain's scenic and recreational capabilities. It is a landmark for much of Greater Vancouver. Burnaby Mountain has long been considered appropriate for a regional park. Now, with increasing numbers of people expected to live in Burnaby, it is vital to preserve the visible slopes and crest of the Mountain for public use. We strongly support Burnaby Council's recent decision to designate Burnaby Mountain as a conservation area and urge that remaining lands on the Mountain be held for conservation and recreation within the Open Space Conservacy.

Burnaby Lake is also a major regional recreation asset. It is well situated to serve people in and beyond Burnaby and deserves early but limited development.

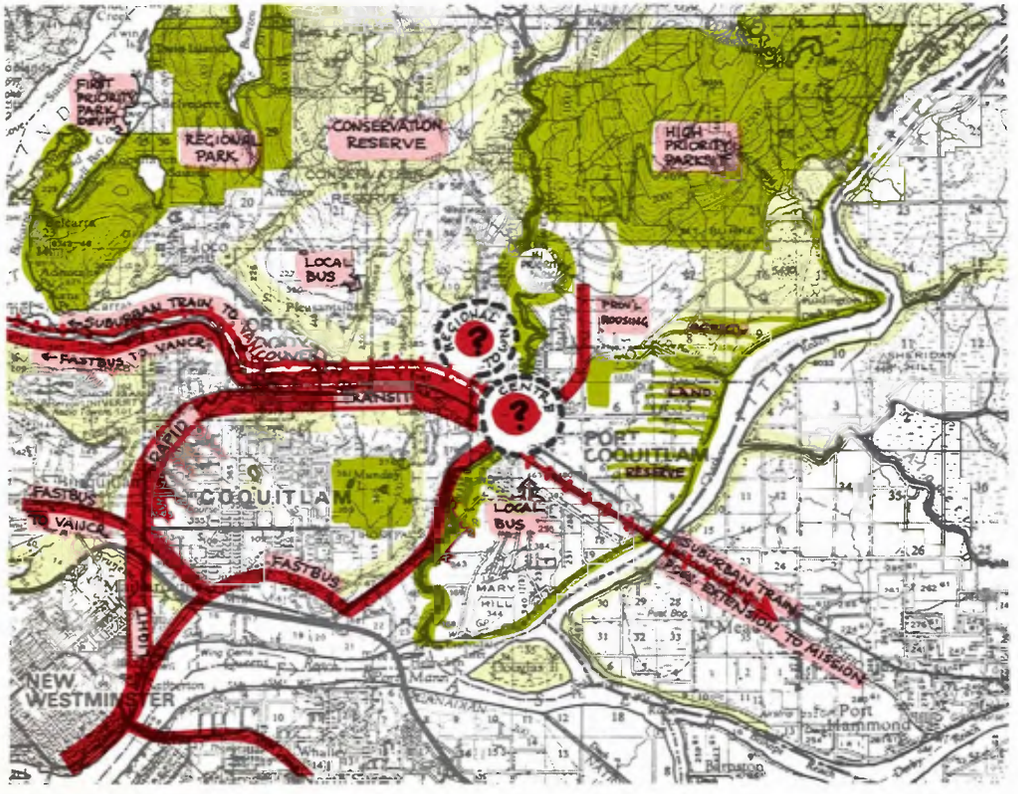
Burnaby now has the most comprehensive and carefully thought-out system in the Region of municipal and regional parks, waterfront access to Burrard Inlet and the Fraser River, linear parks, and urban trails. If the system is fully developed it will be possible to travel from Burrard Inlet to the Fraser River entirely in

major parks, or through linear parks or urban trails. The proposed open space system also provides for connections with trail systems in neighbouring municipaltiies. We support Burnaby's outstanding proposals and urge their rapid implementation. We would simply suggest that special efforts be made to design and develop the park connections within and surrounding the proposed Central Park Regional Town Centre.

We suggest the open space priority in New Westminster is to open the Fraser waterfront to the public and to protect views in the city. The proposed Regional Town Centre design must provide mini-parks, urban plazas, view areas, and better access to the waterfront. Redevelopment of the B.C. Pententiary property should produce an important urban park overlooking the River. New Westminster's proposals for a green belt along the Brunette River are also important to partial restoration of that stream and can provide a connection to the Burnaby trail system and a pleasant pedestrian and cycle route to Burnaby Lake and Burnaby Mountain.

COQUITLAM, PORT COQUITLAM, PORT MOODY AND THE IOCO - ANMORE ELECTORAL AREA

(together referred to as the North-east Sector)



Growth has been very rapid in the North-east Sector over the last decade. As in Delta and Surrey, the rate of residential development has far out-stripped the provision of jobs, transportation, community and recreation facilities, and there is little possibility for any let-up in the next decade. Under both our managed growth proposal and trend growth rate, the North-east Sector will add people and facilities equivalent to a whole "new town" inside the Region.

Nearly 6,000 acres of land are vacant and suitable for residential development in the North-east Sector; these constitute approximately one-fifth of the vacant urban land supply in the Region. The majority of this land is situated north of the Barnet Highway, on either side of the Coquitlam River. Unlike most vacant land in other parts of the Region, it is in large parcels owned by a few corporations or government agencies. Thus, large-scale comprehensive projects can be easily carried out. This potential has already attracted massive development proposals, such as the Province's Burke Mountain development to house 80,000 people and the municipal and private proposals to add 17,000 people to the north shore of Port Moody.

The principal challenge in the North-east Sector will be to plan and sequence the developments so that essential services, transit, jobs and community facilities keep pace with the growing population. We propose that the municipalities, GVRD and the Province jointly plan major developments.

Our growth management proposals also suggest an early start to a Regional Town Centre and provision of transit services as key tools to attract employment to the area and provide the variety of activities which people seek. The third major challenge that we see is to protect the abundant natural assets of the area and provide public access to them without crushing financial outlays.

Population Targets

Under present development trends, 280,000 people could live in the North-east Sector, but we are proposing a target population of only 154,500 by 1986. This would be an increase of 51,000 people over the estimated 1976 population of 103,500. The target population proposed for 1986 is 154,500. This target population is slightly lower than the trend 1986 population estimate of 159,600.

If the rate of residential development which occurred during the last 10 years is continued through to 1986, there should be no problem in achieving the proposed population target for the North-east Sector. Because this part of the Region is relatively undeveloped, the opening up of lands here can result in less disruption to the existing communities than in many other parts of the Region if the location and staging of new construction is carefully planned.

The North-east Sector has a wealth of natural assets which can make this an ideal residential setting if they are protected and preserved. Rivers and streambanks in the area should be preserved and utilized as natural "breaks" between housing clusters. While it might be easier to clear forested areas to facilitate housing construction, we propose that the forest cover be maintained to provide new subdivisions with a mature quality. Guidelines similar to those proposed for the North Shore should be worked out to regulate housing development on mountain

slopes in order to protect the fragile natural environment and preserve its scenic and recreational qualities.

Job Targets

At present the North-east Sector is a dormitory suburb. The 1971 Census reported 17,000 jobs in this area, or only one job for every two workers living here. A major challenge in the next decade will be to attract employment at a faster rate than the increase in the labour force. The 1986 target employment figure for the North-east Sector is 45,200, nearly triple the present employment.

The number of population-dependent jobs, such as those in retail stores, personal services, recreation and entertainment, is presently lower than in most other areas of the Region. The North-east Sector is now dependent upon New Westminster and the Lougheed Mall in Burnaby for these services. The increasing population in the next few years should make it possible for the area to become more self-sufficient in these activities, and employment opportunities in the population-dependent category should increase. Starting a Regional Town Centre should also make it possible to attract office and related jobs in the site-flexible category.

However, adding jobs in the population-dependent and site-flexible categories will not be sufficient to overcome the deficit of jobs here. An active industrial development program must also be initiated to attract manufacturing and related employment. More than 2,000 acres of vacant land outside of the Agricultural Land Reserves are designated for industrial purposes in the North-east Sector. Moreover, many of the sites presently used for industrial purposes could be more intensively developed to provide additional employment without decreasing the supply of vacant industrial land. To provide adequate access to the industrial areas will require improvements in the local road system to facilitate the movement of goods to and from these industrial areas.

Regional Town Centres

The North-east Sector is one of the four locations we have proposed for a Regional Town Centre by 1986. However, the obstacles facing a Regional Town Centre here are more severe than in any of the other locations.

The first difficulty is that there is little development momentum here in office building or in cultural and other major facilities to build upon. It will have to be created. A second problem is that the development which is occuring is scattered among the two older town centres in Port Moody and Port Coquitlam and the shopping centre in Coquitlam. This situation would be worsened by the creation of additional shopping centres which are being proposed all along the Barnet-Lougheed corridor. The third problem is that there is no agreement on where a Regional Town Centre should be located. Coquitlam and Port Coquitlam are now independently planning a Regional Town Centre in each municipality, yet only one Regional Town Centre in the North-east Sector is possible.

One site must be agreed upon if there is to be any possibility of getting a Regional Town Centre started by 1986. Otherwise we could arrive at the situation which the North Shore faces of having so many smaller centres dividing up the shopping, office and cultural facilities that it becomes extremely difficult, if not impossible, to concentrate commercial growth to realize one centre of Regional Town Centre scale. In the next few years, development in the North-east Sector must be concentrated in one site, or it will be impossible to attract the variety of activities necessary to get a Regional Town Centre to the point of self-sustaining development.

In our view, it is essential that the municipalities and GVRD jointly evaluate the proposed Regional Town Centre sites and agree upon one location. The site selected must be reserved and an action program defined soon. We would also propose that the three municipalities and GVRD jointly define the future role and scale of development for all commercial centres in the North-east Sector.

Open Space

The North-east Sector has some of the most varied and interesting physical features in the Region, and the greatest amount of open space easily available for recreation. Protection of the mountainsides, steep slopes, river valleys, ravines, creeks and waterfront areas is essential to maintain this area's magnificent setting. Therefore, we propose to include these features in the Open Space Conservacy.

In recreation terms, we rate Belcarra Park, Burke Mountain and the Coquitlam River frontage among the 12 priority sites for recreation development in the Region. These sites warrant intensive development by 1986. In addition, Eagle Mountain, Widgeon Creek, Minnekhada Ranch, Pitt and Fraser River dykes require only the co-operation of various public agencies to make them available to the public. We would also suggest that major local parks such as Mundy, Port Moody foreshore, and the River Park in Port Coquitlam warrant intensive development by local resources for the use of a rapidly expanding population.

We propose that the B.C. Hydro transmission right-of-way, streambeds and dykes be used as a system of linear parks linking up most of the major local and regional parks and the Open Space Conservacy areas. These can also be connected by trails with Burnaby Lake, Burnaby Mountain and Indian Arm. By reserving and developing open space potential now, the North-east Sector can be provided with possibly the most attractive open space and recreation setting in the whole Region.

Transportation

The North-east Sector lacks a transportation system adequate to meet its needs both for internal circulation and for connections to the rest of the Region. To meet the transportation needs of this major growth area, we propose the following as priority transportation improvements:

1. Early inauguration of Light Rapid Transit from the transit terminal in the proposed Regional Town Centre west to Port Moody, then south in a median in North Road to New Westminster. From New

Westminster, Light Rapid Transit will continue to Burnaby and Vancouver, and across the Fraser River to Surrey.

2. Early inauguration of Suburban Rail passenger service on the CPR mainline from the proposed Regional Town Centre west via Port Moody and the Barnet corridor to North Burnaby and Vancouver. This service could originate in Mission in order to provide additional passenger capacity to and from Fraser Valley points. Initially this is seen as a rush-hour-only operation, with two or three trains westbound in the morning and eastbound in the evening.
3. Expansion and improvement of local bus and Fastbus routes and services:

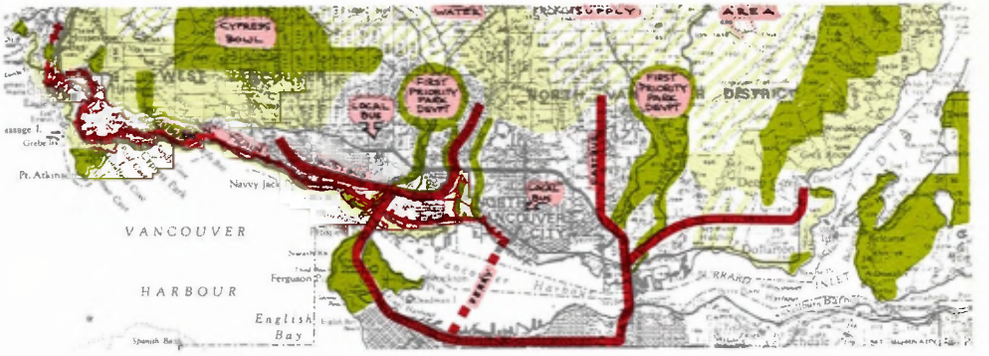
- to serve travel needs at the community level,
- to provide links between the North-east Sector and other municipalities where rail service is not yet warranted,
- to provide access to the proposed Regional Town Centre,
- to function as "feeders" to the Light Rapid Transit and Suburban Rail services.

Local buses and Fastbuses will have to be given priority on streets and highways through such measures as exclusive transit lanes, pre-empted traffic signals and transit-only turns.

4. New local transportation arterials, based on serving local circulation needs (transit, auto, truck) and not through traffic. Arterial capacity will be needed in the North-east Sector's growth areas since existing roads will be inadequate for local traffic and transit use.

We do not recommend the construction of any new through highways or bridges between this area and neighbouring municipalities in the next decade. Such facilities would be costly, and would exacerbate the problem of through traffic in the North-east Sector.

In our view, increases in transportation capacity to handle the volumes of people who pass through this area should be made with transit in order to minimize environmental and social effects. We therefore propose that the Mary Hill bypass and new Pitt River bridges not be constructed in this period, and that alternative emphasis be placed on development of Town and Country bus service and Suburban Rail service between downtown Vancouver and up-valley routes.



THE NORTH SHORE

The number of people who will be able to call the North Shore home is limited by the natural geography of the area. The saturation population on the North Shore is on the order of 284,000 people, unless we build on hazardous slopes, or in locations which are extremely expensive to service, or destroy much of the scenic and recreational value of the mountains and shore. Thus, the ultimate limits to growth on the North Shore make it inappropriate to concentrate major new facilities and development there now. In the next 10 years, there are two additional factors which we think should determine the rate and type of development on the North Shore. One is the need to bring the resident labour force and number of jobs available on the North Shore into better balance; the second is the expense and difficulty of substantially improving transportation access.

We recommend that between now and 1986, the North Shore municipalities undertake an aggressive program to attract employment to the North Shore, and that they seek to slow residential growth rates to a level that can be served by the two existing bridges and the new ferry service which has been proposed by the Province.

Population Targets

The rate of residential growth on the North Shore seems to be declining — from 36% between 1966 and 1976 to only 25% projected by the trend for 1976 to 1986. The managed growth population targets for 1986 would slow the growth down even further for the period 1976 to 1986. The targets would produce a total population in the three municipalities of 167,000 in 1986. This is approximately 15,000 lower than the trend figure of 182,245.

However, while the total target figure for the North Shore is below the trend, the impact on each municipality is slightly different. The target calls for West Vancouver to reduce its total growth slightly below the trend. The target for North Vancouver City is virtually identical to what the trend indicates. The target for North Vancouver District, however, calls for a pronounced reduction from the trend. To achieve a reduction of the magnitude recommended will require decisive steps by the District and may be very difficult to achieve.

It should be emphasized that from the Regional perspective the important figure is the total increase for the North Shore. Therefore, if West Vancouver or North Vancouver City actually grow more slowly then anticipated now, or wish to lower their targets further, it would be possible for North Vancouver District to grow more quickly.

Job Targets

The present balance between the labour force which lives on the North Shore and the number of jobs which are available there is quite uneven. In 1971 there were approximately 53,000 working residents compared with less than 32,000 jobs located on the North Shore. Obviously not all people who live on the North Shore would work there even if the number of jobs were equally matched, but the opportunity to do so today is limited to only a small portion of the residents. The result is thousands of people forced to use the two bridges morning and evening to get to and from their places of employment.

We propose an increase on the North Shore of approximately 20,000 jobs, from 31,795 in 1971 to 51,700 in 1986. This would mean an addition of 8,000 jobs, such as retail positions and teaching, which are essentially population-serving and tend to follow increases in residential population naturally. We are proposing that an additional 5,000 jobs be sought in industrial categories which the North Shore's topography can well serve —— port-related activities, such as terminals, shipbuilding and repair, and rail-related businesses. An additional 7,000 jobs should be added of the office, professional service and other commercial variety. Even this increase will not evenly balance the labour force and employment opportunities, but it will improve the ratio and give more North Shore residents the choice of working close to their homes.

To achieve such an increase will require an active promotion campaign on the part of the three municipalities and the Region. Attracting jobs to North Vancouver District may be particularly difficult because of the lack of an established centre upon which to build. However, the introduction of the Province's proposed ferry service from the foot of Granville Street in Vancouver to the foot of Lonsdale in North Vancouver City creates an important opportunity for attracting offices and other businesses to the Lower Lonsdale area.

Open Space

The mountains, shores and creeks of the North Shore are major scenic and recreation resources, not only for North Shore residents but also for residents of the rest of the Region. The mountains provide recreation all year round — downhill and cross-country skiing in the winter months, and hiking during the rest of the year. Grouse and Seymour Mountains and Cypress Bowl already attract thousands of skiers. With the addition of lifts and other facilities in Cypress Bowl, the North Shore mountains will be able to serve even more skiers. During spring, summer and fall, the mountains also afford many people the opportunity to hike and "get away from it all" close to their homes. Lighthouse Park, Capilano Canyon, Lynn Canyon and the beaches provide a place to walk or just quietly enjoy a small patch of "wilderness".

As the number of people living in the Region grows, the North Shore will become even more important as a recreation area because it is possible to preserve vast stretches of mountain slopes, creek ravines and canyons in close proximity to the majority of the population. We propose that substantial portions of the mountain slopes be designated as part of the Open Space Conservacy (see map and the earlier section of the report on Regional Open Space). The boundaries of the Conservacy would follow approximately the 1,000 foot contour, and the upper edge of present urban development. Above the 1,000 to 1,200 foot level the capacity for development is small without either enormous servicing costs or a high risk of substantial environmental damage. Some development is possible as long as it respects the fragile nature of the environment and the scenic value of the slopes. We propose that performance criteria be worked out to take account of these concerns.

Such criteria could substantially alter the present patterns of development. For example, clusters of houses surrounded by larger open areas may satisfy the performance criteria better than the existing large lot pattern.

The Conservacy proposal also includes substantial sections of the North Shore waterfront, the steep slopes and shorelines of Indian Arm, Howe Sound, and Bowen Island. We suggest that access to the waterfront should be improved. More parks, walkways and observation points along the waterfront could be established to further open up the shoreline for public use. Access and multiple-use agreements can be used effectively to provide public access through private property where purchase of the land is not desirable or possible.

Two of our 12 priorities for recreational development by 1986 are located on the North Shore: Capilano Regional Park and the proposed Lynn Canyon Regional Park. We propose the acquisition of all the important riverbank strips along the Capilano be completed. Adding the lower part of the Seymour watershed to the existing Lynn Canyon municipal park will create a regional park which is more than twice the size of the existing park. Recreation use in both the Capilano and Lynn Canyon areas can continue to be informal, requiring only minimum facilities.

Transportation

The expense of providing new transportation facilities across Burrard Inlet is one of the primary reasons for trying to reduce the rate of North Shore population growth. The population set by the 1986 targets is one that can be served by the bridges, improved bus service and the Province's proposed Burrard Inlet passenger ferry service. Beyond 1986 an additional transit crossing to the North Shore may be necessary, but the cost of another automobile crossing is prohibitive (on the order of $1,500 per capita in 1974 dollars). Such a massive expenditure to serve a relatively small increment in total population is unwarranted given the need for immediate transit services to the areas of the Region which will be accepting the majority of projected growth to 1986.

We propose the following changes and additions to the transportation system between now and 1986 to improve the level of service available to North Shore residents:

1. Re-organization of North Shore transit service with the introduction of the passenger ferry service from the foot of Lonsdale Avenue to the Granville Waterfront Station in downtown Vancouver. The foot of Lonsdale Avenue should become an important North Shore transit centre, incorporating a bus and ferry terminal and a new B.C. Railway Station.
2. Inauguration of rush-hour Suburban Rail passenger service on the BCR from Horseshoe Bay to the Lonsdale transit centre. Here, suburban passenger trains, as well as recreational trains and improved long-distance rail services, can make a ferry connection to Vancouver and major regional transit links.
3. Establishment of good regional transit service to the recreation areas of the North Shore, such as Grouse Mountain and Cypress Bowl.
4. Upgrading of Fastbus service on the First and Second Narrows Bridges and establishment of improved transit priority measures on these bridges and on major North Shore roads.
5. Expansion of local bus service to provide urban service levels in North Vancouver City, and co-ordinated timed transfer systems in West Vancouver and North Vancouver District. (See section on Build and Operate an Improved Transit-Oriented Transportation System).

Managing the Form and Scale of Future Development

There are three major factors which seem to us to make new development on a Regional Town Centre scale inappropriate for the North Shore at this time:

- The long term limits imposed on population growth by the need to conserve much of the North Shore mountain slopes for recreation and scenic purposes.
- The existing linear development pattern which provides little in the way of a base upon which to concentrate new facilities. (See Regional Town Centres section for discussion of general conditions necessary for Regional Town Centre development).
- The high cost and difficulty of providing new transportation access over and above the proposed ferry service.

Because of these factors, we have not proposed a Regional Town Centre on the North Shore between now and 1986.

Our consideration of the potential for Regional Town Centre development raised some questions in our mind about the form of future development on the North Shore. The present linear form of development has been determined by the mountain slopes and the bridges from the south. Development has essentially spread out from the two bridge heads along the flatlands and gentle slope areas. The resulting linear belt has much of the retail, commercial and community services spread in ribbon form along major streets.

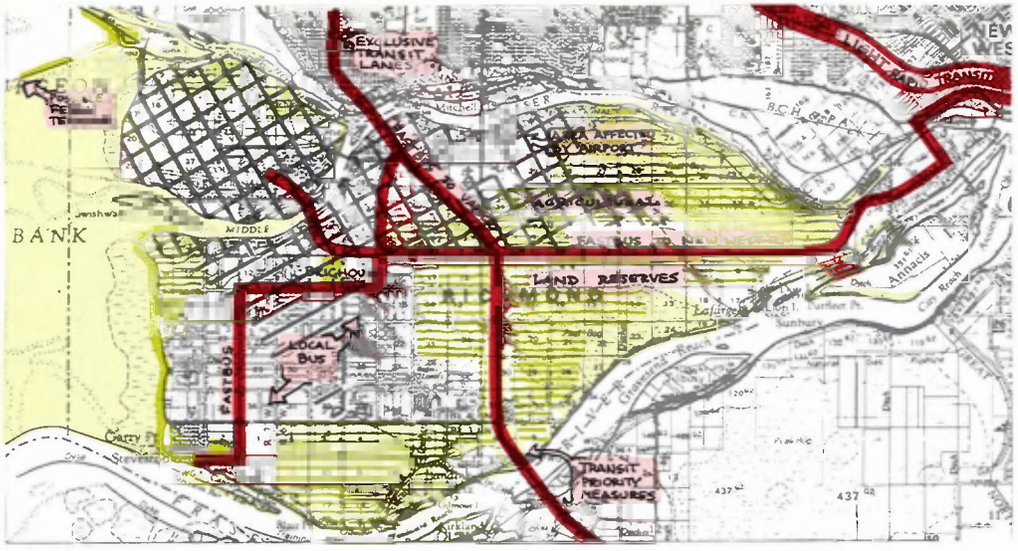
However, in the next few years several actions contemplated on the North Shore will create new development pressures. The Province proposes ferry service to Lower Lonsdale in North Vancouver City and development of a multi-modal transit terminal there to serve buses and commuter rail as well as ferries. The convergence of several transportation modes and the fast access to downtown Vancouver provided by the passenger ferries will certainly attract development to the Lower Lonsdale area. North Vancouver City has already responded to this influence by initiating planning for a town centre for Lower Lonsdale. Beyond 1986 there may be a need for another transit crossing to the North Shore. Where it is located will have significant impacts on the form of development. A third factor is the future use of the lands of the Squamish and Burrard Indian Bands. The aspirations and plans of these two bands will have important impacts on any plan of development for the whole North Shore.

These factors indicate to us that there may be significant new opportunities to focus development on the North Shore in a few locations rather than continuing the linear form. Whether this is desirable will have to be decided by the three municipalities. However, we would suggest that it is appropriate now for the municipalities, the Region, and the Indian bands to examine the question of the future form and scale of development on the North Shore.

RICHMOND

Richmond is an attractive location in the Region for both people and industry and has been growing at a substantial and steady pace. In the past 10 years much of its land has been urbanized. However, there are three strong environmental factors which indicate that future urban development in Richmond should be limited to the lands presently designated for urban use: agricultural land preservation; the danger of flooding; and airport noise.

There are presently 9,000 acres actively used for agricultural production in Richmond. Over half of the farms are on prime agricultural land (Class 1 or Class 2 soils). The Agricultural Land Reserves, defined for Richmond to protect the farms, create clear southern and eastern boundaries for urban development.



The fact that Richmond lies wholly in the floodplain is a second limiting factor on its growth. The present policy on floodplain restricts urban development to its present boundaries, so that, with the exception of Steveston and Bridgeport, urban development cannot extend east of No. 5 Road or south of the Steveston Highway. The floodplain policy is a further protection to the farmland in Richmond since the Agricultural Reserves also lie in the floodplain.

In our view, there is a third strong, but less obvious, factor which should limit residential development in some parts of Richmond – the impact of the operations of Vancouver International Airport. The grey cross-hatched areas shown on the map are seriously affected now by noise from airport operations and will likely continue to experience high noise levels in the foreseeable future. The area hatched in grey on the map is exposed to slightly lower, but still serious, noise levels. However, the noise climate in this latter area could be substantially improved depending on what runway configurations and operating procedures are used in the future.

Richmond's approach to management of growth over the past decade coincides with many of the aims we are proposing here for the whole Region. Richmond has established population targets by sub-areas, has worked to achieve a good jobs-to-labour-force ratio, has established industrial estates and has preserved considerable farmland. The challenges we see for Richmond in the next decade are to maintain a level of growth moderately above the trend projections and to direct that development within the limits imposed by the three environmental constraints.

Population Targets

Within its present urban limits, Richmond can house 183,000 people. We propose that Richmond reach a target population of 130,000 people by 1986, an increase of 43,000 over the estimated 1976 population of 87,000. This residential growth target is 10,000 more than trend projections. We have proposed a target slightly over trend since Richmond is well prepared now for continued rapid development.

Because of the noise levels produced by Vancouver International Airport operations, we suggest that any new medium or high density residential development in Richmond should be located south of the Westminster Highway. We would also agree with the municipality's 1970 proposals to avoid further residential development in Bridgeport. That area now suffers the heaviest noise impact from the airport, and there appears to be little possibility for improvement in the foreseeable future. If residential development is to be stopped in that area, however, immediate steps must be taken to ensure that the existing Bridgeport residents are not faced with a slowly deteriorating community, cut up with industrial or commercial uses. If new housing is to continue to be built in the grey cross-hatched areas on the map, we would propose that it be low density and acoustically designed to shield against noise.

In our view, the question of what constitutes adequate flood protection for the residents of Richmond has not been completely answered. We do not yet know the full impact of logging and development in the upper watershed of the Fraser River Basin. However, experience elsewhere suggests that one day a flood will likely exceed the dyke protection. Dyking is not floodproofing. We propose a joint investigation with the Province to determine whether there are other practical ways to provide further physical protection, insurance, or flood prediction measures to counter this danger.

Job Targets

Richmond has a good balance between jobs and the number of workers living there. The 1986 job target calls for 52,500 jobs or roughly a doubling of present employment.

Unlike most other municipalities, the majority of Richmond's jobs are in the site-dependent category. (See section on Promote a Balance of Jobs to Population. . . for a definition of employment categories.) Richmond has attracted approximately one-quarter of the industrial development in the Region, and will continue to attract it since there is still enough industrially suited land to nearly double the existing acreage. We propose that the job target for site-dependent jobs increase from 17,900 in 1971 to 28,000 in 1986. Since the industrial land is scattered within the municipality, there may be some difficulty providing good service to all of the sites, but there is no need to remove lands from the Agricultural Land Reserve to accommodate increased employment in this category.

The 1986 target for population-dependent jobs would more than triple employment in this category. Since the population will more than double in the same time period, much of this increase will occur naturally. However, reaching the full target will require some additional effort. The target for site-flexible jobs would increase employment in this category from 2,000 to 5,000 jobs.

Richmond's town centre in Brighouse is attracting jobs in the population-dependent and site-flexible categories now, and we recommend that most of the new jobs in these categories be concentrated there. Major new developments, such as the new facilities of the Workman's Compensation Board and the proposed CP Air office tower, are located too far from the town centre to be served by any proposed Light Rapid Transit line. In our view, one of the major challenges in Richmond is to focus development in Brighouse so that it can be served by transit. It is also important to link Brighouse and the proposed Lansdowne development and to create a pleasant pedestrian environment.

Open Space

Richmond's greatest landscape and recreation potential rests on the dykes, bushland, and marshes fronting Sturgeon Bank and the channels of the Fraser River. Sturgeon Bank is a critical migration and wintering area for birds of many kinds and an important nursery area for young salmon and trout. More knowledge is needed about the importance to these resources of the estuary and the shallows bordering the dykes; however, there are no replacements for such lands if they are destroyed by dredging, filling, or disposal of liquid and solid wastes. Because Richmond lacks topographic and landscape variety, municipal efforts to preserve areas like Woodward's Slough are essential to help define and separate urban areas.

We propose that Highway 499 be declared a scenic highway with restrictions on adjacent land clearance and development to retain views of Lulu Island bogs and woodlands, the Fraser River and adjacent farmland. We have shown all these areas within the proposed Open Space Conservacy.

The Sturgeon Bank foreshore, also located within the Conservacy, provides opportunities for horseback riding, walking, cycling, and nature observation. The initial need here is to provide public access to the dykes and develop trails and cycle paths.

The dykes on Sea Island are used informally now. However, airport noise affects the quality of passive recreation on both Sea Island and Iona Island. This reduces the value of making substantial recreation improvements which the merits of the area would otherwise justify. Only minimum development of the beaches, views and wildlife-study possibilities on Iona Island and Macdonald Slough should be undertaken pending decisions on future airport expansion and possible location of a ferry terminal. We suggest that if ferry facilities are built, they should be located on the Iona Outfall Jetty, and the approaches to them should allow for increased recreation access to beach areas.

Transportation

Cross-river travel volumes generated by managed regional growth can be handled by the three Fraser bridges and an improved Fastbus service. Accordingly we do not recommend inauguration of Light Rapid Transit on the Richmond - Arbutus corridor before 1986. However, the following improvements will be necessary in order to make transit effective and permit maximum use of existing facilities between now and 1986:

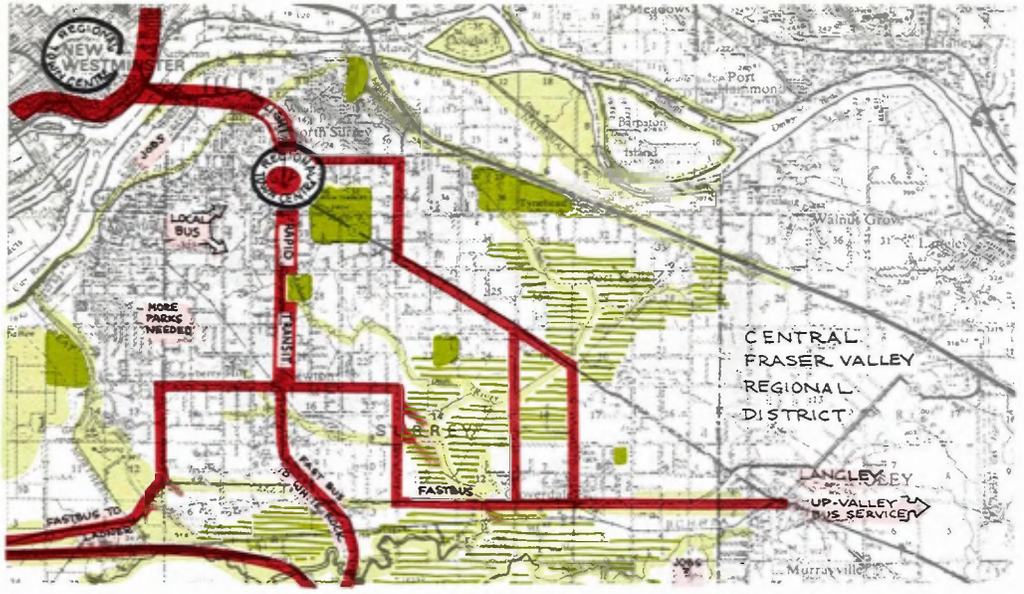
1. Up-grading of the "Richmond Express" bus service to full Fastbus standards. This will require exclusive lanes on Granville Street, better bus priority measures in Richmond, and improvement in service frequencies throughout the day.
2. Relocating the principal transit focus in Richmond to Brighouse so that the local buses which "feed" the Fastbuses can also serve the municipal town centre.
3. Re-organizing local bus routes in Richmond so that transit trips can be as direct as possible. These routes should also operate more frequently throughout the day, with "timed transfer connections" to Fastbuses at the Brighouse transit centre.
4. Establishing a cross-regional Fastbus route linking the airport, Brighouse and New Westminster. We also suggest that good connections be established between Richmond points and Victoria ferry buses.

We endorse the imminent extension of transit service from Richmond and Vancouver to Delta according to the principles embodied in the "Kelly Report" of 1971. This service should be given priority access to and from the Deas Tunnel so that buses can carry a greater proportion of the people who pass through Richmond on Highway 499. Bicyclists should be permitted to take their bicycles on board buses serving a Richmond - Delta route so that they can get across the South Arm of the Fraser.

Vancouver International Airport presents an important regional transportation problem. We recommend that no new bridge capacity be provided to Sea Island for airport-related traffic and that any necessary increases in capacity be supplied with transit service. Airport-related travel is of two basic types, employee travel and airline passenger travel.

Transit service to the airport is now so poor that it is virtually unused even though airport employment is substantial. We recommend a considerable increase in service levels and improvement in routings to the principal work areas of the airport. It is important that this service be inter-connected with transit services from Vancouver, Delta and all parts of Richmond, since these are the home municipalities of most airport workers. Car-pooling should be encouraged through computer-matching services, priority bridge lanes and favoured parking status. If necessary, off-Island "park-and-ride" lots should be established, with shuttle buses running to the major airport employment sites.

Transit access for airline passengers should also be established to the airport from all parts of the Region. One way to do this is to establish off-site terminals in municipal town centres or Regional Town Centres where passengers can check in before proceeding to the airport unencumbered with baggage. We recommend that the Ministry of Transport change its present policy of supplying large amounts of parking at low rates because it encourages automobile traffic to the airport.



SURREY

Surrey is huge by comparison with any other municipality in the Region. Surrey's land resources could theoretically accommodate more than the entire population growth of the Region for the next ten years without encroaching on the Agricultural Land Reserves and without greatly changing the present single-family type of development.

However, Surrey also has an existing development pattern which makes growth management more difficult than in most other municipalities: an inheritance of sprawl from earlier small holdings subdivisions; no single distinguishable focus or downtown; the confusion of urban subdivisions mixed in with homes on large plots of land; hobby farms of one to five acres scattered over a wide area; and a lightly-built and incomplete road network. These features are the result of policies of the 1940's and 1950's.

One of the major challenges in Surrey will be to slow down the growth rate and direct new growth so that existing sprawl areas are infilled. Other important challenges will be to get a Regional Town Centre started by the mid-1980's, to nearly triple the employment in Surrey by 1986, and to get Light Rapid Transit service into the municipality.

Population Targets

Under our managed growth proposals, Surrey would grow by about 69,000 persons between 1976 and 1986. This is approximately 5,000 persons less than the trend. Most of this growth would take place in North Surrey, in Whalley, Guildford and Newton. Cloverdale and South Surrey would grow relatively little. For example, our suggested target for South Surrey is an increase of only 6,000 persons.

Surrey has an "urban growth area" policy which is designed to concentrate new growth in a few selected areas. The land in presently identified "urban growth areas," mainly in North Surrey, is sufficient to accommodate a large part of the proposed population increase to 1986. The major task will be to direct new housing into these areas to complete their development, and to direct anything over their capacity into the next areas expected to be declared "urban growth areas."

In order to prevent further sprawl, we propose that Surrey redouble its current efforts to curb the creation of new one-acre lots. Approximately 30,000 acres of land are in zones where one-acre subdivisions are permitted under Surrey's bylaws. However, if new one-acre subdivisions continue to be created, it will mean: housing produced which is beyond the means of most of the Region's residents; very high service costs for the municipality; no possibility of providing transit service to the subdivisions; and little opportunity to create large public open spaces. Surrey's options as to how it can handle urban growth in these areas beyond 1986 will also be severely limited.

Regional Town Centres

Surrey is one of the four Regional Town Centres we have proposed starting by 1986. Whalley is the preferred location in Surrey because it has substantial commercial activities and is well located to serve the North Delta - Surrey area. A transit terminal for both Light Rapid Transit and bus lines should provide the Town Centre with good transit access.

To get Whalley to Regional Town Centre quality by 1986 will be a very big task. (See "Qualities of a Regional Town Centre" and "What It Will Take to Get Regional Town Centres Going" in the section on Regional Town Centres.) So we should not expect obvious results until the early 1980's. But we have to begin now. Land needs to be reserved for the Regional Town Centre in Whalley, and Surrey and GVRD must now work jointly to define the steps required over the next five years to make this Town Centre take off in the second five-year period (post 1980). We must also examine the future role and scale of development of the other existing town centres in Surrey, (Newton, Guildford and Cloverdale) and the proposal for a new centre north of White Rock so that development in each area is scaled to its function.

Job Targets

More jobs are needed in Surrey so that its growing population will have the opportunity to work near home. The number of jobs available in Surrey now is about half the number of workers there. Nearly 40% of the 21,000 jobs in Surrey in 1971 were of the population-dependent category, such as teachers and retail clerks. Resource industries, mainly farming, provided 1,500 jobs and manufacturing provided a further 7,700.

Our proposed 1986 target for Surrey is 60,500 jobs. This is nearly triple the present level of employment. We propose that the population-dependent jobs grow with the population from 8,128 to 26,000. Office and related employment

should increase from 2,432 to 8,000. Starting a Regional Town Centre should make it possible to attract more of this type of employment.

But these new jobs will not be enough. A major effort will be required to get manufacturing, warehousing, wholesaling and transport industries into Surrey. Employment in these categories should more than double by 1986, from 10,733 to 26,500. At present, three-quarters of the industrial employment in Surrey is along the Fraser River in Bridgeview, South Westminster and Port Kells. Other areas zoned for industry have not developed significantly. The problem is not a shortage of land. What is required is an aggressive program to attract industry.

Transportation

A growing population in Surrey will place greater demands on existing Fraser River crossings – the Port Mann Bridge and the already congested Patullo Bridge. By managing better growth, balancing job and population increases, and establishing a Regional Town Centre in Surrey,– the increase in trans-river travel can be considerably reduced. However, some increase in capacity will still be necessary. Proposals have been made for an additional crossing of the Fraser at Annacis Island. We do not support this proposal for several reasons: it is poorly located for transit use; it will reduce share of trips made by transit in this part of the Region; and it will counteract the growth management strategy for Surrey and North Delta. We think the money required to build it (in excess of $200 million) could be better used for other higher priority transportation facilities and services.

We propose the following transportation improvements for Surrey which will provide adequate cross-Fraser capacity to 1986 and beyond, and will also reinforce the proposed growth management program:

1. Bus transit services, based on the concepts contained in the "Kelly Report" of 1971, will soon be introduced into Surrey. The service will combine local bus and regional Fastbus service, and focus on major transit centres at Whalley and Guildford, with secondary centres at Newton, Scottsdale, Cloverdale and White Rock. This bus service must be given priority on streets, highways, and bridges in order to boost the passenger capacity of these facilities.
2. A Light Rapid Transit crossing of the Fraser into Surrey is necessary. Preliminary engineering studies indicate that constructing a second deck for Light Rapid Transit on the Patullo Bridge is the easiest and cheapest method of achieving this objective. The cost of such a crossing would be a fraction of the cost of the proposed Annacis Island crossing, and it would have a bigger "payoff" in transit usability, capacity and reinforcement of growth management strategies. The Surrey Light Rapid Transit line should run to the Regional Town Centre in Whalley and continue on south in the median of the King George Highway to the Newton transit centre. Some time after 1986, it can be extended east along the B.C. Hydro right-of-way via Cloverdale to Langley and south to White Rock when necessary. Langley would then serve as a connecting point for long distance up-valley bus service.
3. As one of the main growth areas of the Region, Surrey will require an improved local road system. We propose construction of a grid of local transportation arterials to provide adequate transportation capacity for buses, trucks, automobiles, bicycles and pedestrians. These arterials should contain a median which can be used at a later date for installation of Light Rapid Transit.
4. Truck roads will have to be developed to serve new industrial areas. Questions of expanding the CN Port Mann yards, replacing the Fraser River railroad bridge, and other issues related to railroads and industrial development will have to be examined in the context of a regional study of goods movement.

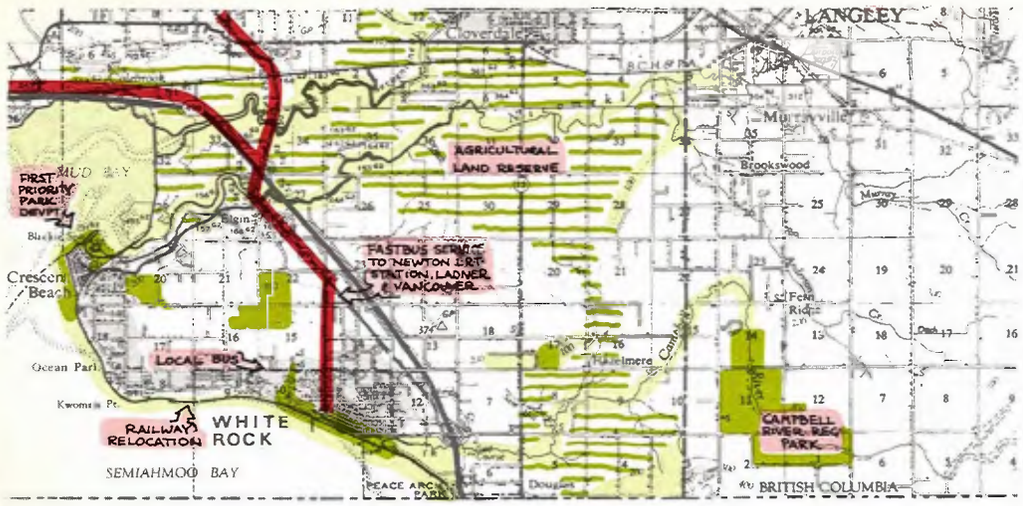
Open Space

Surrey is managing to retain open space in newly developing areas. However, it is having financial difficulty attempting to simultaneously develop recreation facilities in existing neighbourhoods while continuing to acquire land for future major parks. Thus an ambitious open space program must find ways, in addition to outright purchase, to obtain public access to areas such as the dyke sections of the Nicomekl, Serpentine and Little Campbell Rivers. The measure we would suggest is use of development controls, such as clustering residential development, to ensure that a significant portion of lands being urbanized still retain natural features and remain accessible to the public.

We propose that extensive lands in Surrey be designated in the Open Space Conservacy including the following: a scenic corridor along Highway 499; the banks of the Fraser River, especially in Surrey Bend; the Nicomekl and Serpentine Rivers; prominent steep and wooded hillsides and ravines; and the northern part of Boundary Bay and Mud Bay.

A very extensive and attractive trail and cycle path system is possible in Surrey using dykes, ravines and utility rights-of-way to connect the waterfront and residential areas with Tynehead and Campbell River Regional Parks and such important municipal parks as Bear Creek, Redwood, Fleetwood and large new sites in Sunnyside Acres and the Green Timbers Reserve. We also suggest that development of Whalley as a Regional Town Centre include pedestrian open space which can be linked to the trail system.

Crescent Beach is one of the 12 priority sites we propose for expanded recreational development. The purchase of the Dunsmuir Farm by Surrey and the B.C. Land Commission permits this development without destroying Crescent Beach as a community. Because of the importance for farming of the Nicomekl-Serpentine basin, we propose an immediate start on a serious examination of its multi-use potential by provincial and federal agencies, Surrey and the GVRD, working together with the farmers.



WHITE ROCK

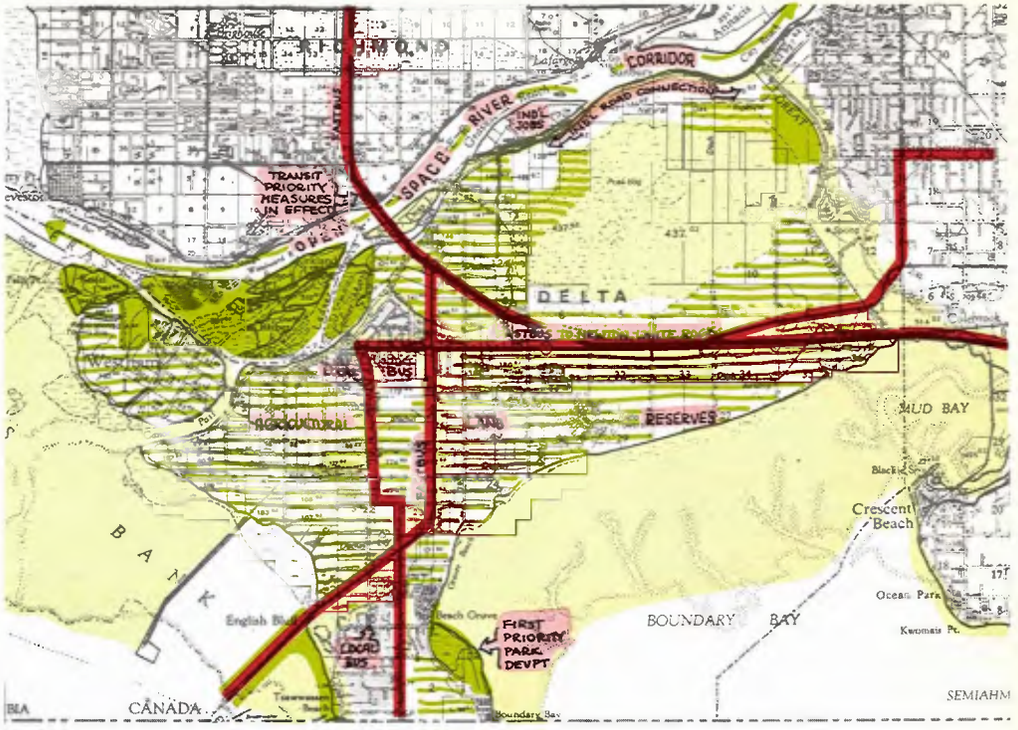
The City of White Rock has utilized almost all its land resources for urban purposes. A substantial percentage of its population is over 65 and the city provides a wide variety of activities and accommodation for this group. Summer visitors still flock to White Rock; most come for a day on the Semiahmoo Bay beaches. The character and activity patterns of White Rock are not expected to change appreciably in the next 10 years.

Our population target for White Rock by 1986 is 14,000 persons, or an increase of 300 persons over the 1976 estimated population of 13,700. The city has been developing faster than this, but our regional strategy is for all outlying residential areas to develop more slowly than present trends to 1986. The infilling of vacant single-family lots and apartment areas will provide housing for the new residents.

Jobs are proposed to increase by 50%, from 2,600 in 1971 to 3,900 in 1986. These will mainly be population-dependent jobs related to future residential growth in South Surrey and White Rock. The Hillcrest shopping area is expected to continue to be the major focal point for convenience goods and services in White Rock and South Surrey.

The managed growth transportation proposals do not contemplate any new services other than Fastbus service to White Rock from downtown Vancouver and New Westminster, with local buses operating in the community. Light Rapid Transit or commuter rail service is not foreseen for the White Rock - South Surrey area in the period to 1986.

The present and future regional recreational potential of Semiahmoo and Boundary Bays is high. The beaches of White Rock are a large part of this potential. Local redevelopment proposals, and railway removal studies will directly affect the manner in which this vital resource is used and preserved.



DELTA

From 1966 to 1976 the population of Delta will have more than tripled, making Delta one of the fastest growing municipalities in Canada. This phenomenal growth rate has made it difficult to provide sufficient employment opportunities, transportation improvements, hospitals and some other community facilities. Planning for Delta's population growth is complicated by the fact that Delta contains five distinct geographic areas: the residential communities of South Delta (Tsawwassen), Ladner and North Delta; the agricultural lands; and the Annacis Island industrial estate. The physical separation of these five areas tends to fragment the municipality. For example, the Annacis Island industrial estate cannot be reached from the rest of Delta, but only by way of Surrey and New Westminster. North Delta is more closely linked to North Surrey for shopping and jobs than to the residential areas of Ladner or South Delta.

In the next decade the principal challenges facing Delta will be to slow the rate of population growth, to increase substantially the employment oppportunities within Delta, to maintain and improve the viability of the farm community, and to expand and develop the recreational and open space potential of the area.

Population Targets

With the present rate of residential development, Delta could run out of suitable land for housing before 1986. According to our estimates, by that time,

Delta would have a residential population of just over 100,000: 55,000 people in North Delta; 20,000 people in Ladner; 22,000 people in South Delta; and the remainder on the agricultural lands. Any further residential development in Delta would have to occur either through the redevelopment of existing housing to higher densities or by removing land from the agricultural reserves. Our 1986 population target for Delta is considerably below this trend projection. The target is 77,500 residents, an increase of only 9,500 residents over the expected 1976 population and nearly 21,000 fewer residents than would be expected under trend conditions. This proposal to slow down residential development would be most notable in the Ladner and South Delta areas, but the population growth of North Delta also would be slower than under trend conditions.

The proposed population target for residential development in Delta is lower than the trend for several reasons. Employment opportunities are limited, forcing residents to travel long distances to jobs. In addition, increased commuter travel to jobs outside Delta would put more pressure on the congested Deas Tunnel, and we do not propose an additional highway link across the Fraser South Arm by 1986. Further rapid residential development would also increase the problems facing the farm community.

Delta has one of the lowest residential densities of any municipality in the Region. More than 90% of the houses are single-family dwellings at densities ranging between four and five-and-one-half units per acre. During 1974, Delta began encouraging more "zero lot line" and townhouse forms of development. We support this shift toward more compact development because it can reduce the rate at which land is used up, and it provides housing at densities which make it economically possible to provide transit service.

Job Targets

In 1971 there were 8,439 jobs in Delta with a resident labour force of 16,325 – less than one job for every two workers in Delta. If the Annacis Island industrial estate (which is not directly accessible to Delta) is excluded, then there is only one job for every two-and-a-half workers in Delta. The construction industry which builds houses for the rapidly escalating population is the major employer. If the growth rate in Delta slows, employment in this sector will decline, worsening the employment picture.

We propose an employment target for Delta of 22,300 jobs. This is an increase of 14,000 jobs, or nearly triple the existing employment. Almost half of this increase is expected to be in the population-dependent jobs providing the shops, schools, recreational and personal services required by Delta's expanding population. It is unlikely that North Delta, Ladner or the South Delta area could be the retail centre for all of Delta. Therefore, shopping, recreational and community services should be located within each of the three residential areas. These activities should be concentrated in each area to provide a well-defined focus for community activities and for transit services. There seems to be little potential for increasing employment in the head office or business service sectors usually associated with the downtown or Regional Town Centres.

A major challenge in the Delta area will be to increase employment in the site-dependent or manufacturing industries. To achieve this, a first class program to attract industry to an industrial park within Delta will be required. The program should include building improved truck routes to make Delta industrial sites accessible to the population and employment centres in Delta, Surrey and Richmond. Tilbury Island seems well-suited for this type of industrial development, but industrial development on the farmland to the south of the Island should be discouraged since it would have a detrimental effect on farming.

Maintain Farm Viability

Delta has more than 33,000 acres of land within the Agricultural Land Reserves, about 22,000 acres of which are in active farm production. Delta has the largest amount of prime acricultural land in the Region, accounting for more than half of all the Class 1 and Class 2 soils. However, rapid urbanization around the Delta farms has caused a number of problems. More than half of the agricultural land is held by absentee owners. A large proportion of this absentee-owned land is not in crop production; that which is used is less productive than it should be. Highway and power line easements have cut up farm parcels into uneconomic sizes and have made the movement of agricultural machinery from one area to another hazardous. Drainage problems limit the amount of agricultural production in some areas and vandalism of crops is increasing.

There is too much farmland in Delta to think of solving these problems by letting the land go to urban use. We propose that Delta farmers, together with the municipality, the B.C. Land Commission, and the senior government agencies, work out a plan for making the Agricultural Land Reserve productive and profitable for the farmers.

More details?
See Viability of Farming Study,
Phase 1, Delta,
Greater Vancouver Regional District
September 1973.

Open Space

Delta's principal open space assets are Burns Bog, its farmlands, and the waters and shorelines of Roberts Bank, Boundary Bay, and the Fraser River. With the exception of farmland, we have included these areas, as well as the attractive wooded slopes bordering Tsawwassen, in the Open Space Conservacy proposal.

A number of recreation development possibilities of region-wide interest should be pursued in Delta. The eastern portion of Burns Bog should be retained as a natural area. Delta has made a good start by creating the 160-acre Delta Nature Park. The Bog is an important area because it has a wide variety of wildlife and plant species, and because it can serve as a link connecting trails along the Fraser River, up Cougar Canyon into North Delta and Surrey, and around Panorama

Ridge to the Nicomekl-Serpentine Valley and South Surrey.

We have rated Centennial Beach - Beach Grove as one of our 12 regional recreation development priorities. Because it has some of the finest beach area in Greater Vancouver we should be certain to retain sufficient back-up land to allow fullest use. The dykes bordering the north shore of Boundary Bay should be opened for unintensive recreation use compatible with the Bay's overriding importance as the major waterfowl wintering area on our coast.

The existing Reifel Waterfowl Refuge and Alaksen National Wildlife Refuge on Westham Island are immensely attractive; ways to utilize their recreation potential while supporting their primary role for waterfowl conservation should be pursued.

The Fraser River in Delta is accessible from many points along River Road. The non-industrial areas should be tied together by trails, greenbelts and protection of River Road as a scenic drive so that an important linear park and landscape asset is utilized. Connections through industrial sections should be obtained.

Other opportunities include: developing the Tsawwassen Jetty for recreation; working with the B.C. Fish and Wildlife Branch in its efforts to obtain hunting and other recreation in farm areas; and, as suggested by one Delta farmer, providing a system of farm roads which can also be used for recreation purposes, such as rural drives, cycle paths and berry-picking areas.

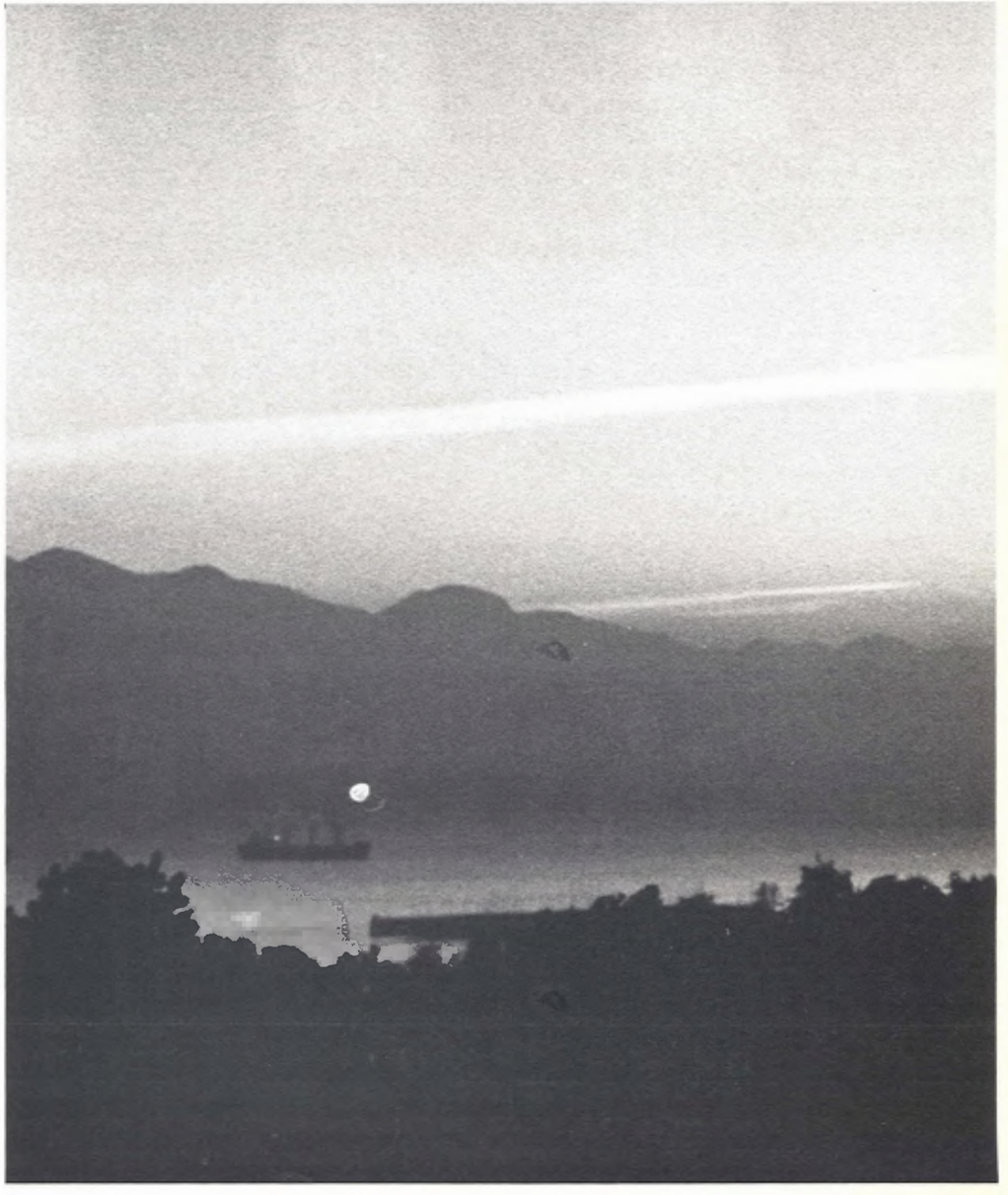
Transportation

Regional bus transit service, based on the proposals contained in the "Kelly Report" of 1971 and the concepts developed by the Surrey - Delta - White Rock Transportation Committee, will begin soon in Delta. The system will combine local bus and Fastbus service, and is designated to provide both community and regional scale service. Delta is now the most auto-oriented of the Region's municipalities; the bus service must be given preferential treatment on streets and highways and at river crossings in order for it to have a significant impact on travel patterns here.

We do not recommend any significant increase in road, highway or bridge capacity in or to Delta. (For a brief discussion of the proposed Annacis crossing, see the Surrey Transportation section.) Truck roads, however, may be necessary in connection with industrial development programs.

LIFE IN 1986

Residents of this Region have said that they are concerned about maintaining open space and farmland, controlling pollution, living near their jobs, being able to rely less on the car, rising house prices, and opportunities for participating in government decisions. What will life be like in 1986 in terms of these questions which trouble people today?



The Trend Picture — Life in 1986 if We Do Not Manage Growth

We cannot forecast the future in great detail, but there is a general pattern which we can predict. We know that there will be 40% more people in the Region in 1986. The mere presence of that many more people has certain obvious repercussions. If we compare downtown Vancouver's appearance ten years ago with the way it looks today, we see a vast difference in the height and arrangement of buildings, the number of people streaming along the sidewalks, the feeling of bigness and excitement. We can expect a similarly vast change in the appearance of some areas of the Region between now and 1986. If present patterns continue, the major office and employment centres of downtown Vancouver, the Broadway area of Vancouver, Burnaby, New Westminster will continue to take the brunt of the office and employment growth, and their appearance will change accordingly. But municipal plans for town centres in the Whalley-Guildford area of Surrey, in the Port Coquitlam-Port Moody area and others will not thrive without co-ordinated planning of transportation and population settlement plans to foster them, and without a lid being placed on the rapid increase in jobs and office space in our existing centres.

While the number of jobs increases in Vancouver, Burnaby and other central areas, people will be moving further from the centre of the Region to find homes they can afford. Therefore they will be travelling long distances to work each day. Increasingly heavy traffic will filter through intervening districts and cause increasing amounts of pollution. More people will want to use parks and recreation areas, but many green areas and unique ecological areas may disappear with the increasing demand for land for homes, roads, offices and factories.

As people settle in areas further from the centre of the Region, the municipalities where they locate will be hard-pressed to finance water and other services for so many new residents. People may find themselves paying higher taxes for a lower standard or services and facilities. Community centres, social and cultural services will lag behind the arrival of new residents. In short, financing the trend growth picture will be difficult, for both individuals and municipalities.

The more spread-out population settlement picture which will occur if present trends continue is not only expensive in dollar terms, but also costly in terms of the amount of land which will be consumed and in the amounts of sewer and water pipes, automobile fuel and so on required to meet the demands of a dispersed population.

What effect would managed growth have?

The Daily Routine: Under a strategy of "taking more jobs and services out to where people live", the need to travel long distances each day will lessen. There will be a better chance of finding a job near home. There will be a wider choice of types of housing in all parts of the Region. More persons will travel to work by transit. The journey to work will take about as long as it does today.

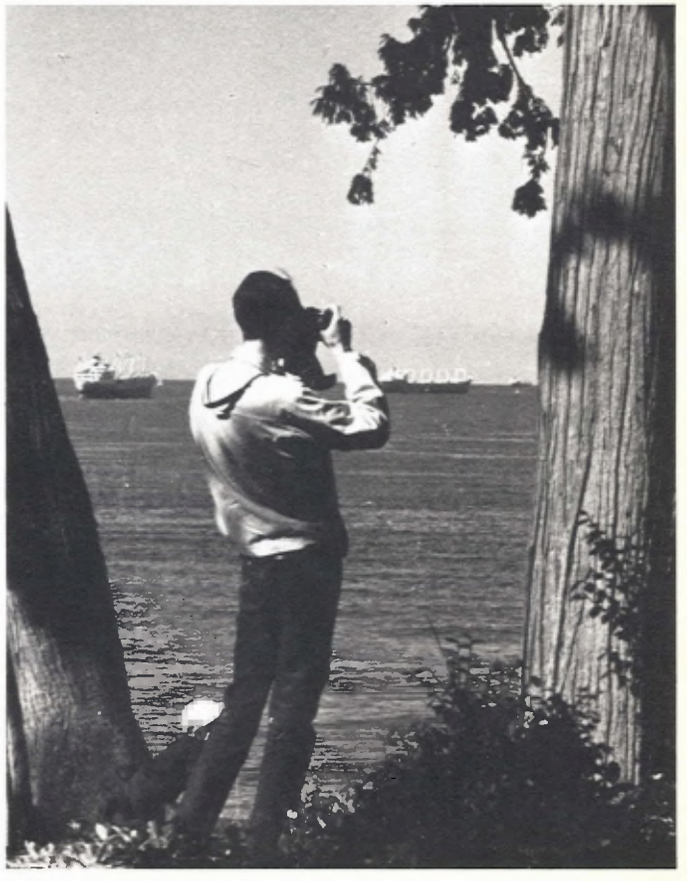
Regional Town Centres will be the convenient work place of many persons. In addition, each centre is a "mini-downtown" which will provide, near to home, the services that people now must travel to downtown Vancouver to find. More than a large shopping centre, it will also offer speciality services, entertainment, cultural resources and theatres in the variety and size needed for the community of 150 - 200,000 residents it will serve. The Regional Town Centres can be better designed than downtown Vancouver is today, and each can reflect the individuality and particular character of the community it serves.

Many of the trips people take will be by public transit - by local bus around home, and by Light Rapid Transit or Fastbus to other parts of the region. Popular ski slopes, parks and beaches will be well served by transit. The private car will be more useful for trips outside the busy centres and for leisure driving.

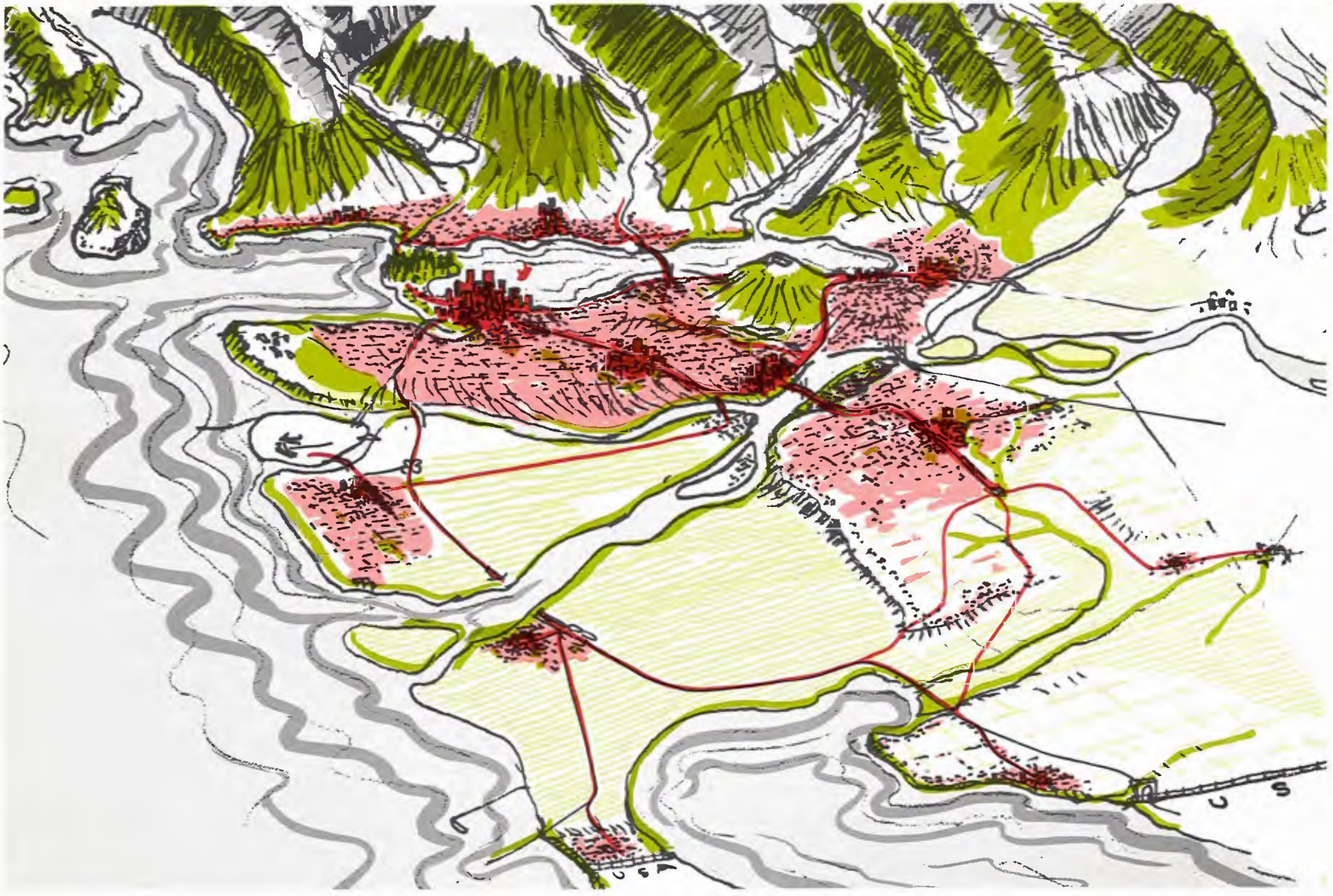
Outdoor Life: The proposals for conserving open space, keeping development compact and focusing commercial activity into large centres served by transit, offer people in 1986 most of the open areas, parks, seashores, mountain vistas and farmland of the Region we have today.

The Home -The supply of serviced residential land and finished homes will more evenly match yearly demand. Periods of severe housing shortages will be avoided, and people will know better where new housing is available. But the large-lot, suburban home will be less common than today and expensive. More economical use of land and the attempt to reduce housing costs will produce housing of various kinds throughout the Region — single family, terrace, duplex — at densities higher than the typical subruban home today. But the price of housing and the ability of the average person to buy a home will be determined by more factors than these.

In short, the "managed growth" prospects for 1986 are an improvement on the "trend" in terms of the work, shopping, and entertainment opportunities people will find near their homes, the time it will take to travel to work, the possibilities of using a convenient transit system, and keeping our natural setting intact.



THE REGIONAL PICTURE IN 1986



Our picture of Greater Vancouver in 1986 shows a regional community still in touch with nature: look out the window or down the street, go 15 minutes from home and there is the mountain slope or a stretch of water, a place to walk or play a game.

Our picture of daily life deals with basics: where a person lives, where he works, the Regional Town Centre where he finds community life and liveliness. These places are close together, for this should be a Region of complete communities - livable cities in a sea of green - each containing many of the opportunities a metropolis offers.

Travel around the Region depends on the public transportation system. Its backbone is a Light Rapid Transit service running between Downtown Vancouver and the Regional Town Centres, backed up during rush hours by commuter trains on the North Shore and along Burrard Inlet to the Coquitlam area. Ferries cross the inlet and Fastbuses connect the suburban districts.

This is not a futuristic picture of a 1986 metropolis; it is a vision within our grasp today - a vision of what people tell us is a livable region.

PUTTING REGIONAL GROWTH MANAGEMENT INTO OPERATION

Neither GVRD nor its member municipalities will be able to achieve the targets and other proposals set forth here on their own. Commitment and co-operation will be required from all levels of government. But GVRD and its member municipalities must take the first steps. The GVRD Board has authorized an evaluation and feed-back period following publication of this report; a program of meetings is being arranged with municipal councils, community groups and senior government representatives.

At the conclusion of these discussions:

- The municipalities of Greater Vancouver must decide whether they wish to manage growth on their own, as best they can, or to work together through GVRD;
- If the decision is to work together, the municipalities must agree to make decisions on growth targets and the other elements of growth management;
- They must persuade the senior governments to accept these targets and proposals as a basis for programs affecting Greater Vancouver and use their own municipal programs to reach regional objectives;
- Before any of this can happen, there must exist a broad base of agreement in the region. Citizens' views must be communicated back to Council and Board members and to senior governments.

Action Programs

We do not propose that GVRD become the super agency to do everything. Rather, we see action being taken by inviting the relevant agencies to participate in a joint effort to develop specific programs. So it can be clearly understood what will be required to put the growth management proposals into effect, we describe below examples of action programs. Some are worked out in more detail than others, but they should demonstrate that the task of growth management does not end when you have produced a plan and given it general approval. It is only a beginning.

Population and Job Targets

The first steps for achieving population and job targets are:

- to decide on a procedure to set specific municipal targets.
- to decide on how targets can be achieved and what are the financial implications.
- to adopt targets and procedures, including any financial formula.
- to monitor progress on the targets and to review bi-annually.

These basic steps will require considerable elaboration which must follow this study. On other action proposals — Regional Town Centres, transportation and open space — we can be more specific.

Regional Town Centres

Developing Regional Town Centres is a major action program involving municipal, regional, provincial and federal levels of government. The scale of effort required is equivalent to what is needed to build a new town. It includes planning, management, site preparation and development at a scale that exceeds the capability of any single government or private development corporation.

The major parts to the Regional Town Centre Action Program include:

1. **Defining the Concept:** The concept for each Regional Town Centre must be developed and agreed to by various levels of government and potential participants in Regional Town Centre development. This can be accomplished by a joint study such as those already undertaken for the Metrotown in Central Park Burnaby and proposed for New Westminster.
2. **Site Reservation:** Regional Town Centre sites must be preserved to prevent scattered development and land speculation during the Regional Town Centre planning process. This can be done by amending the Official Regional Plan to designate Regional Town Centre reserves, by incorporating in the municipal bylaws an Official Community Plan for the Regional Town Centre and by making appropriate changes to municipal zoning and land use contracts to guide development within the site. The public purchase of key lands in the site and land assembly could be accomplished by a revolving fund established with an initial amount of $15 million and replenished by revenue generated by development on the lands acquired.
3. **Joint Development Management:** Private development and the provision of urban services to the Regional Town Centre, as well as the provision of community facilities and cultural activities, can be managed and co-ordinated by a joint management body of the municipality and other levels of government. This management process can be initiated, and resources for the Regional Town Centre provided, under the Federal New Communities Act.
4. **Government Office Decentralization:** The GVRD, Province and federal government must exercise their commitment to office decentralization by locating government offices, including headquarters, court facilities and other offices in Regional Town Centre sites. All levels of government should establish procedures and criteria to be followed by their departments in the location of offices.

5. **City of Vancouver's Role:** The City of Vancouver must actively support the Regional Town Centre program by on-going procedures to encourage businesses which would normally locate in the City to consider locating in Regional Town Centres. Specifically, the City could include in its approval procedure the requirement that applicants consider a Regional Town Centre location; it could down-zone the Broadway area and other commercial districts in the City so that additional office development is discouraged; it could change the zoning bylaw to exclude offices as a conditional use in industrial districts. The City could also consider establishing an annual quota for office development in the downtown with developers competing for a share of the quota based on the quality of their designs.

In addition to these steps, Regional Town Centres must also be provided with public transportation connections to the surrounding communities and to other centres in the Region.

Transportation

We propose that the Region affirm its position on planning and providing those transportation facilities which will shape and serve regional growth, and on the need to co-ordinate both local transportation facilities provided by the municipalities and those provided by national and provincial agencies. This proposal has already been endorsed several times by the GVRD and member municipalities.

Putting the proposal into practice and making the transportation strategy work will require an on-going regional transportation program which co-ordinates all major transportation improvements and which plans, establishes priorities and identifies sources of funds for regional roads and public transit. The program also includes evaluating specific transportation facilities for their environmental impacts.

The most important first steps to getting the program going are:

1. Beginning actions to manage growth and minimize the increase in future travel.
2. Preparing a 10-year capital improvement program that describes facilities, sets priorities, identifies financing and responsibility for the transportation improvements proposed in this plan.
3. Raising about four times the past level of funds for transportation improvement. Monies for transportation should be obtained in ways that encourage public transportation use. A share of gasoline tax revenues, surtaxes on parking and automobile purchases and property tax increases have been proposed. Additional finances could be raised by a revolving fund that purchases land around transportation facilities and obtains revenue from their development.
4. Immediately preparing corridor designs for the Light Rapid Transit system. These designs must be prepared, in collaboration, by GVRD, the Province and the municipalities directly affected, so that the engineering of the route, the provision of community facilities and land use controls support each other in providing good transportation and minimizing disruption to the communities along the corridor.

Open Space

The action program on open space will also require co-ordinated, inter-governmental action. Specific features of the program would be:

1. Commitment to an open space conservation policy. This includes gaining acceptance of the conservacy approach and designation of sites having marked open space value so as to withhold them from complete development (One way to do this is to amend the Offical Regional Plan so it designates the park areas and multi-use areas shown on the Open Space Conservacy map in this report).

2. Obtain the powers and regulatory tools to manage the Conservacy.

3. **Ad hoc** means of achieving the Conservacy:

- use the Scenic Highways Act and other legal means to protect scenic assets and get access to waterfront and streambanks;
- establish management groups, composed of the present boards and commissions plus municipalities, government agencies and community representatives, to arrange for the multiple use of riverfront and harbour areas;
- establish management bodies for the Coquitlam basin, the Burnaby Lake-Still Creek-Brunette River System, the Nikomekl-Serpentine Valley and other streams and creeks to protect and improve their recreation-conservation capabilities.

4. Regional park and other open space priorities. Prepare a detailed, five-year acquisition, development and operating program for regional recreation and open space, both in and beyond designated regional parks. This program should fit in with growth-sharing, Regional Town Centre and transportation proposals. It should also be a basis for any new legislation or supplementary Letters Patent needed, and for any referendum on open space funding.

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Report Design: Miles Simons
Cover and most photos: Milton Hicks
Publication date: March 26, 1975

BACKGROUND REPORTS

A limited number of copies available now or in the near future from GVRD Planning Department, 2295 West 10th Avenue, Vancouver, V6K 2H9. There is a small charge for most items.

REGIONAL TOWN CENTRES

Forthcoming

Regional Town Centres Program of The Livable Region Plan.

OPEN SPACE

Operation open space. 1973.

Forthcoming

Review and analysis of Open Space Conservacy concerns in the GVRD and identification of potential implementation strategies.

Joint recreational use potential of major public open space holdings within the GVRD.

REGIONAL DEVELOPMENT

Official Regional Plan for the Lower Mainland planning area, 1966, and Amendments.

LIVABLE REGION PROGRAM

Papers presented at GVRD Seminars on Management of Growth, February 13 and May 18, 1974:

"Controlling overall growth in the region."

"Managing the quality of growth."

"Policy options on municipal and regional financial resources."

"Sharing residential growth."

"Compact residential communities."

"The green gap: open space opportunities."

"Municipal and regional responsibility for housing, land supply and land prices."

"Regional Town Centres."

"Transportation."

"Summaries of policies adopted by the GVRD Board on matters discussed at the February and May seminars."

Policy Committee Reports

Education, Environmental Management and Pollution Control, Health and Public Protection, Recreation, Residential Living, Social Services, Transportation. 1973.

Monitoring report on the public participation program of the GVRD. 1974.

HOUSING AND LAND

The $ burden of growth project. Interim report. 1974.

Infill. 1973.

The housing issue in the GVRD. 1973.

Proceedings of the Colloquia on Housing and Land Development, July 4 and September 20, 1973. 1974.

Compact residential communities in the GVRD. 1974.

Forthcoming

Final report - The $ Burden of Growth and Costing of the Growth Management Proposals.

Vacant Urban Land and vacant Industrial Land.

Qualitative checklist for compact housing.

TRANSPORTATION

A preliminary study of light rapid transit in Vancouver. 1972.

Living close to work. 1973.

A brief to the Minister of Municipal Affairs re public transportation in the GVRD. 1974.

Forthcoming

Light Rapid Transit - a description and definition.

Regional transportation element of the Livable Region Plan.

Energy resources and the Livable Region Plan.

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AFTER 1986

ur proposals focus on 1986, but
ıey also prepare the Region for
ıe years after:

- all suitable open spaces are marked for conservation,
- the transit system has capacity beyond 1986 and can be expanded as needed,
- the population settlement proposals keep our options open on how the Region might grow in later decades,
- Regional Town Centres and other centres will continue to serve their communities for many decades.